SUSTAINABLE DEVELOPMENT
AND
IMPROVEMENT

PENWITH LOCAL DEVELOPMENT FRAMEWORK

ANNUAL MONITORING REPORT

1st APRIL 2007-
31st MARCH 2008

DECEMBER 2008

FOREWORD

This is the fourth Annual Monitoring Report produced by Penwith District Council, covering the monitoring year 1st April 2007 - 31st March 2008. An Annual Monitoring Report (AMR) is published each year outlining the progress made in preparing new policy documents within the Local Development Framework (LDF) and performance in the context of both nationally established indicators and locally adopted policies, which are currently the 'saved' policies and proposals of the Penwith Local Plan. The report is to be submitted to the Secretary of State by 31st December each year.

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CONTENTS

Executive Summary

Key Findings for the Monitoring Year 2007-2008

<u>Local Development Documents: Plan Making</u>

- Time scales were met in progressing the Penzance/Newlyn and Hayle Area Action Plans according to the LDS targets approved by GOSW. The Core Srategy Preferred Options document was however approximately one month behind schedule due to revision in light of the changes to the development strategy brought forward in the RSS EiP.

<u>Policies: Sustainable Development Delivery</u>

Business Development

As at March 2008 the cumulative total of developed industrial land since April 1991 was 12.39ha with a further 1.41ha under construction. The supply of land allocated was 7.75ha and with planning permission (detailed and remaining) was 3.26ha. This leaves an overall shortfall of 5.19ha to achieve by 2011 to reach Structure Plan target of 30ha.

Housing

- The average annual completion rate of 266.5 dwellings per year (1991-2008) compares well with the average rate of 240 dwellings needed to meet the requirement identified in the Penwith Local Plan and the average rate of 220 dwellings to meet the Cornwall Structure Plan (2004) requirement.
- The amount of land allocated, with planning permission or under construction equated to 13.24 years' supply (up 3.22 years from last year) in the context of the 2004 Structure Plan.
- The percentage of dwellings completed on previously developed land is 75.78%, down 11.92% on the previous year but continues to exceed the national target of 60% , the South West regional aim of 50% and the Structure Plan target of 40%.
- The average annual completion rate of 57.64 affordable dwellings per year (1991-2008) falls short of the average annual rate of 70 required to meet the target in the Local Plan. The 129 affordable dwellings achieved during 2007-2008 is the highest annual achievement since 1997-1998.

Local Services

- The proportion of A1 retail uses, 73.4%, in Penzance prime shopping area is below the identified Local Plan Target of 80% (and 0.65% lower than previous year's figure). Consideration is to be given to more effective implementation of the policy.

Flood Protection

- Of a total of 10 planning applications objected to by the Environmental Agency on flood defence grounds, 4 were approved by the local authority.
- 1 planning application has been received during the monitoring year objected to by Environment Agency on water quality grounds. This application was undetermined.

Renewable Energy

- The amount of renewable output capacity for the district measured from planning applications and information provided by CSEP amounts to 0.847MW equivalent to a 9.87% increase in the cumulative total as at March 2008, enough to supply 556 households or 1.98% of the domestic requirement (50 households more than last year).

1 Introduction

1.1 The Planning and Compulsory Purchase Act 2004 introduced a new development plan system called the Local Development Framework (LDF). The LDF will consist of a number of Development Plan Documents (DPDs) and other Local Development Documents (LDDs) and will progressively replace the policies of the Local Plan.

1.2 The Penwith Local Plan was adopted in February 2004, and sets out the Council's policies and proposals for land use and development within the district. The policies and proposals contained within the Local Plan are 'saved' as part of the Local Development Framework until they are replaced by new Development Plan Documents.

1.3 The importance of monitoring is emphasised in the 2004 Act as a crucial part of preparing and implementing policy. Regulation 48 of The Town and Country Planning (Local Development) (England), Regulations, 2004, requires local authorities to produce an Annual Monitoring Report (AMR). The AMR has to be submitted to Government Office by the 31 December each year, reporting on the preceding monitoring year from 1 April - 31 March. This AMR reports on the monitoring period 1 April 2007 to 31 March 2008.

1.4 The approach to monitoring is outlined in – PPS12: Creating Strong, Safe and Prosperous Communities through Local Spatial Planning; and accompanying guidance in – Local development Framework Monitoring: A Good Practice Guide (March 2005).

1.5 This is the fourth AMR to be produced by the Council under the new legislation. The previous three AMRs followed the guidance outlined in *Local Development Framework, Core Output Indicators: Update 1/2005* published by the Office of the Deputy Prime Minister in October 2005. The format and content of this report however follows the new guidance update on AMR preparation as outlined in: *Regional Spatial Strategy and Local Development Framework; Core Output Indicators – Update 2/2008* published by the Department of Communities and Local Government in July 2008.

1.6 This report is divided into two main elements:

- the first reports progress on the preparation of new policy documents in relation to the timetable set out in the Local Development Scheme (LDS). The LDS identifies the documents to be prepared together with the relevant stages and dates for their preparation.

- the second assesses the implementation of planning policy and its effectiveness. This is achieved through applying 'the objectives-policies-targets-indicators approach' as described in *LDF Monitoring: A Good Practice Guide.* The Objectives and policies contained in the Penwith Local Plan are linked to indicators that can be measured against specific targets.

1.7 The Annual Monitoring Report is an ongoing project, to be developed and modified to address issues relating to both current and future national planning guidance and the development of the Local Development Framework. The AMR will follow the monitoring requirements set out in the National Core Output Indicator (NCOI) structure, supplemented by Local Indicators to reflect specific local planning issues.

2 Monitoring the Preparation of Local Development Documents

The Local Development Scheme

2.1 The first part of this report relates to the progress made in preparing new policy documents, the 'plan making' element. The programme and timetable for preparing Local Development Documents is set out in the Penwith Local Development Scheme (LDS), which was submitted to the Secretary of State by March 2004 as required by the 2004 Act. The scheme identifies the different types of document that will make up the Local Development Framework and the priorities for preparation agreed by the Council. The Scheme was formally adopted by the Council when it received notice from Government Office that the necessary requirements had been met. The Local Development Scheme can be viewed on the Council's website www.penwith.gov.uk

2.2 This is the fourth and last AMR to be published by Penwith District Council. As from the 1st April 2009 all of the district authorities in Cornwall will merge with the County Authority to become the new Cornwall Unitary Authority. Subsequently, continued work on LDF documents as prescribed by individual district LDS's was discontinued pending replacement by a new Unitary LDS and joint working on the preparation of a new Unitary LDF portfolio.

2.3 The LDF comprises of a portfolio of Local Development Documents (LDDs), which will provide the framework for delivering the spatial planning strategy for the district. The portfolio of LDDs will include: The Statement of Community Involvement (SCI) ; Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA); Development Plan Documents (DPDs); and Supplementary Planning Documents (SPDs). The main body of the LDF will consist of DPDs. DPDs are statutory documents of the LDF subject to an independent examination by an inspector. SPDs are supplementary additions to policies and proposals outlined in DPDs and are not statutory documents.

2.4 The preparation of an LDD has to undergo a number of stages. SPDs go through three stages during their preparation; publication of draft, consultation for approval or amendment, and adoption of revised document. DPDs, as statutory documents, have to undergo a further fourth stage whereby the revised submission document goes to examination by the Planning Inspectorate.

2.5 The LDS identifies that the Cornwall Structure Plan and Penwith Local Plan, both adopted during 2004, are 'saved' for a transitional period within the Local Development Framework.

2.6 Each Local Development Document, with the exception of the Statement of Community Involvement, must be accompanied by a Sustainability Appraisal (SA) report. The Sustainability Appraisal will assess the policies and proposals in the relevant document to ensure that they contribute to sustainable development and will be updated during preparation of the document. In addition, when a Development Plan Document is adopted, the adopted Proposals Map will be revised to show the geographic extent of policies and proposals.

LDF Milestones Met for the Reporting Year of the AMR

2.7 The timetable specified in the Local Development Scheme is set out in the attached table (pages 5-6 below). Progress during the monitoring period from April 2007 to March 2008 is summarised below:-

Core Strategy P/LDD/2 – One month behind schedule:

- Preferred Options Consultation document available from 7th February to 25th March 2008, approximately one month behind the LDS schedule due to revision in light of RSS EiP amended development strategy;
- The document did not progress to Submission to the Secretary of State in July as the transition to the new Cornwall Unitary Authority and a new proposed LDS superceded continued work on the district LDS.

Penzance/Newlyn Area Action Plan P/LDD/3 – All time scales met:

- Issues and Options Document published and out for consultation from 17th January to 29th February 2008;
- The document did not progress to Preferred Options in July as the transition to the new Cornwall Unitary Authority and a new proposed LDS superceded continued work on the district LDS.

Hayle Area Action Plan P/LDD/4 - All time scales met:

- Issues and Options Document published and out for consultation from 17th January to 29th February 2008;
- The document did not progress to Preferred Options in July as the transition to the new Cornwall Unitary Authority and a new proposed LDS superceded continued work on the district LDS.

Development Control Policies P/LDD/5 – Work discontinued;

- Not progressed due to the transition to Unitary Authority.

Rural Area Action Plan P/LDD/6 – Work discontinued;

- Not progressed due to the transition to the Unitary Authority.

St Ives & Carbis Bay Area Action Plan P/LDD/7 - Work discontinued;

- Not progressed due to the transition to the Unitary Authority.

Planning Obligations P/LDD/8 - Work discontinued;

- Not progressed due to the transition to the Unitary Authority.

Penwith Design Guide P/LDD/9 - Work discontinued;

- Not progressed due to the transition to the Unitary Authority.

Document Title	Status	Role and Content	Geographic Coverage	Chain of Conformity [1]	Key Dates			
					Pre-Submission Consultation	Public participation (preferred options) [2]	Submission to Secretary of State [2]	Adoption
P/LDD/1 Statement of Community Involvement	LDD	to set out how and when the community and other consultees will be involved in the preparation of planning policy documents.	Penwith District	Regulations 2004 The consultation procedures for all subsequent LDDs must be in accordance with the SCI.	February - May 2005	October – November 2005	April 2006	March 2007
P/LDD/2 Core Strategy	DPD	to set out the spatial vision, objectives and strategy for development in the area over the next 20 years, including review and replacement of relevant policies in the saved Penwith Local Plan, following from preparation of the Regional Spatial Strategy.	Penwith District	Consistent with National planning policy and Regional Spatial Strategy	April 2006 - March 2007	December 2007-February 2008	X	X
P/LDD/3 Penzance / Newlyn Area Action PLan	DPD	Contains detailed policies and allocations in relation to the Core Strategy.	Penzance / Newlyn	Core Strategy and emerging RSS	May 2007 – February 2008	X	X	X
P/LDD/4 Hayle Area Action Plan	DPD	Contains detailed policies and allocations in relation to the Core Strategy.	Hayle	Core Strategy and emerging RSS	May 2007 – February 2008	X	X	X

[1] Conformity with national and regional planning policy and inter-relationships between LDDs.

[2] Includes initial, and formal, Sustainability Appraisal reports (except for SCI). [3] Status to be reviewed following changes to PPG3: Housing.

Document Title	Status	Role and Content	Geographic Coverage	Chain of Conformity[1]	Key Dates			
					Pre-Submission Consultation	Public participation (preferred options) [2]	Submission to Secretary of State [2]	Adoption
P/LDD/5 Rural Area Action Plan	DPD	Contains detailed policies and allocations in relation to the Core Strategy.	Penwith District	Core Strategy and emerging RSS	X	X	X	X
P/LDD/6 Core Policies	DPD	To provide the general framework for development control, including replacement of saved Local Plan proposals and policies	Penwith District	Core Strategy and emerging RSS	X	X	X	X
P/LDD/7 St Ives & Carbis Bay Action Plan	DPD	Contains detailed policies and allocations in relation to the Core Strategy.	St Ives / Carbis Bay	Core Strategy and emerging RSS	X	X	X	X
P/LDD/8 Planning Obligations	SPD	to provide guidance for the delivery of infrastructure and community facilities.	Penwith District	Core Strategy & Core Policies	X	X	X	X
P/LDD/9 Penwith Design Guide	SPD	to provide information and guidance on the interpretation of relevant Local Plan policies	Penwith District	Core Strategy & Core Policies	X	X	X	X

[4] The need for additional, more topic related, Development Plan Documents will be kept under review.
[5] To follow publication of the report on the Examination for the Regional Spatial Strategy.
X Indicates were work on the district LDS has been superceded by the new unitary LDS.

3 Policy Monitoring

Approach to Monitoring

3.1 The second element of this report relates to the monitoring of planning policies to assess their effectiveness and continuing relevance. The significance of monitoring is identified in the 2004 Act as a crucial part of preparing and implementing policy. PPS12 (*Local Development Frameworks*) emphasises that monitoring and review are key aspects of the Government 'plan, monitor and manage' approach to the planning system.

Sustainability Appraisal

3.2 In *A Better Quality of Life: A Strategy for Sustainable Development for the UK* (1999), the Government defined sustainable development as a balance between environmental, economic and social issues which could be achieved using the following four Sustainable Objectives:

(i) Social progress recognising the needs of everyone.
(ii) Effective protection of the environmental.
(iii) Prudent use of natural resources .
(iv) Maintenance of high and stable economic growth and employment.

3.3 National planning guidance PPS11 (*Regional Spatial Strategies*) and PPS12 *(Local Development Frameworks)* require that the Regional Spatial Strategy (RSS) and most Local Development Documents in the LDF will be subject to a Sustainability Appraisal (SA). The purpose of the SA is to assess the economic, environmental and social implications of each document as they are produced, ensuring that they promote and contribute to Sustainable Development. Each SA is to include a formal Strategic Environmental Assessment (SEA) to comply with the European SEA Directive 2001/42/EC.

3.4 The Regional Assembly (RA) has developed a Strategic Sustainability Assessment (SSA) process, which provides a framework of baseline data and objectives to fulfil the SA/SEA requirements of the RSS. As local documents need to be in conformity with the RSS, the SA/SEA process for both should be linked to ensure that there is a consistent system of testing. For this reason the RA expects Local Planning Authorities to adopt the SSA objectives, together with additional objectives reflecting the sustainability issues to be reviewed at a local level.

3.5 The Penwith Community Strategy (The Penwith Vision) was prepared by the Council with the Local Strategic Partnership after consultation in September 2002 with 10,384 local residents and other partner organisations in the private, public, business and voluntary sectors. The Vision sets out the main issues facing the district in terms of three Sustainable Development Principles and their relationship to three quality of life themes:

Sustainable Development Principle	***Quality of Life Theme***
Environmental Sustainability	Building a Quality Environment
Economic Sustainability	Strong Communities
Social Sustainability	Individual Well-Being

3.6 Within the three sustainable development and quality of life themes eight long term outcomes were discerned relating to;

Jobs:	A Prosperous area with job opportunities for all.
Housing:	An area that has sufficient quality housing for all our community needs.
Communities:	An area that supports safe, empowered and thriving communities
Health:	A place where people are healthy and active.
Learning:	An area that provides learning opportunities for all.
Environment:	A community that values and protects its distinctive landscape and environment.
Culture & Heritage:	A community that values protects, enhances and celebrates its culture and heritage and is recognised internationally.
Resources:	A community that makes best use of its resources.

3.7 The Penwith Vision sets out the local issues as recognised by the community during consultation. As a community document, The Vision will act as a framework for all key strategic plans and proposals for the area. The LDF has a key role in delivering the Community Strategy outcomes which have specific spatial planning land use issues.

3.8 The first stage in developing a Sustainability Appraisal is to prepare a Scoping Report. This document sets out current baseline information to create a profile of the development plan area regarding environmental, economic and social issues. In this manner a sustainability framework comprising of identified key sustainable objectives is developed, providing a methodology by which emerging DPDs and SPDs can be assessed . This ensures that the sustainable objectives of the SA are translated into planning policy.

3.9 When the SA Scoping Report has undergone consultation, it will emerge as a Sustainable Appraisal Report, which will accompany the DPD to preferred options for public consultation (or during draft consultation for SPDs). After public consultation, the Sustainability Appraisal report will be revised in light of comments made during preferred options. In its final form the document will be submitted to the Secretary of State as a Revised Sustainability Appraisal Report alongside the amended LDD. Penwith's draft consultation SA Scoping Report went out to consultation for six weeks until 26th September 2006. Following amendments accrued through consultation the Sustainable Appraisal Report was subsequently adopted.

3.10 The *Good Practice Guide* to monitoring the LDF (ODPM) recommends adopting the 'Objectives-Policies-Targets-Indicators' approach. This monitoring system is therefore the one used in this report. The report is based on the objectives and the saved policies and proposals of the Penwith Local Plan 2004, and is set out in the following format:

Format Heading	Content
Policy Themes	The key policy themes of the Core Output Indicators as set out in the latest CLG publication Update 2/2008 which defines three broad themes: Business Development and Town Centre Uses; Housing; and Environmental Quality
Contextual Indicators	Each theme contains contextual indicators which provide background information to each theme i.e. an area profile.
Objectives	The objectives are those of the saved Penwith Local Plan. Each objective is a statement which the Council is committed to delivering on behalf of the community; they are derived from the strategy of the Local Plan, which seek to strengthen the local economy and provide for housing and other needs, through sustainable development.
Policy	The policies monitored in this report are the 'saved' policies and proposals of the Penwith Local Plan.
Output Indicators	An output indicator is a means of measuring implementation of a policy and it's overall effect during a monitoring period. An output indicator can measure the effectiveness of a policy by comparison with a set target figure. Two types of output indicator are used in this report: Core Output Indicators: the core output indicators are set out in: *Regional Spatial Strategy and Local Development Framework Core Indicators Indicators: Update 2/2008* (DCLG). Local Output Indicators: indicators specific to the local authority area and policies.
Targets	Local authorities are required to use SMART targets as a means of assessing effective policy implementation i.e. Specific, Measurable, Achievable, Realistic and Time bound. Two types of target are used in this report: • progress targets to measure milestones of LDS • policy targets which measure policy effectiveness and are linked to the output indicators
Analysis	Explanatory statement on the relationship between output indicator and target and how this applies to the effectiveness of relevant policies, together with relevant survey results.

3.11 Monitoring the principle objectives and targets identified in the SA Report is a key requirement of the AMR to ensure that policies effectively contribute to Sustainable Development. Government advises that local authorities should monitor 'significant sustainability effects' (that is the effects of policy on the SA objectives and targets) in the form of 'significant effects indicators'. The monitoring of the Penwith SA Report is undertaken in Appendix 2 of this report.

4 BUSINESS DEVELOPMENT AND TOWN CENTRES

PART 1: EMPLOYMENT SPACE

Contextual Indicators

- Economically active population: 75.1% (March 2007)
- Economically active population in employment: 72% (March 2007)
- Working age population unemployed: 4.4% (March 2007)
- Economically inactive population: 24.9% (March 2007)
- Male population of working age: 62.7% (2001)
- Female population of working age: 53.5% (2001)
- Working age population in employment:: 69.8% (2001)
- Working age population who are economically active: 74.2% (2001)
- Economically active population who are unemployed: 8.2% (2001)
- Working age population claiming Job Seekers Allowance: 2.5% (2001)
- Employed working full time: 57.2% (2001)
- Employed working part time: 42.8% (2001)
- Employed working in agriculture, forestry, hunting or fishing: 5.4% (2001)
- Employed working in manufacturing: 6.6% (2001)
- Employed working in construction: 2.5% (2001)
- Employed working in distribution, hotels and restaurants: 37.4% (2001)
- Employed working in transport and communications: 3.4% (2001)
- Employed working in banking and finance: 14.3% (2001)
- Employed working in public administration, education and health: 26.2% (2001)
- Employed working in tourist related: 18.1% (2001)
- Employed who work in other services: 6% (2001)
- Overall employed who work in service sector: 87.3% (2001)
- Resident population who work mainly at or from home: 15.2% (2001)

Source: 2001 Census figures for Penwith; Annual Business Inquiry Employee Analysis, 2004; Annual Survey of Hours and Earnings ,2005; Mid Year Population Estimates, 2004.

Local Plan Objectives, Policies and Output Indicators

INDUSTRIAL PROVISION

OBJECTIVE 14
To relate industrial land provision to the estimated level of job creation requiring new sites
OBJECTIVE 16
To maintain and improve the vitality and viability of the main town centres.
OBJECTIVE 19
To facilitate employment initiatives that strengthen and broaden the economy.

Plan Strategy Saved Policy ST-1
Focus of development on main town centres and, in the case of serviced industrial land, St Erth station area.

Saved Key Policy E-1
Sustainable contribution to the local economy, major needs to be met by available industrial land and the sites proposed in the Local Plan.

Saved Policies relating to industrial land provision
- **Saved Policy E-2:** Industrial and business development in and on the edge of main towns.
- **Saved Policy E-3:** Industrial and business development in and on the edge of villages listed in Saved Policies H-5 and H-6.
- **Saved Policy E-4:** Conversion of existing buildings for industrial and business use in main towns and the villages listed in Saved Policies H-5 and H-6.

Allocated Sites:
- **Saved Proposal E-A:** Area east of former St Erth Creamery (5.9ha)
- **Saved Proposal E-B:** Area south of station, St Erth (1.43ha)
- **Saved Proposal E-C:** Area south of station, St Erth (0.42)

Total : 7.75 ha

Saved Policies relating to the protection of industrial land as a resource
- **Saved Policy E-10:** Safeguarding of existing serviced industrial land.
  - Eastern Green Industrial Estate (2.41 ha)
  - Poniou Way, Long Rock Industrial Estate (5.63)
  - Poniou Road, Long Rock Industrial Estate (6.55 ha)
  - Cuxhaven Way, Long Rock Industrial Estate (1.43 ha)
  - Long Rock Business Park (0.49 ha)
  - Stable Hobba Industrial Estate (1.1)
  - Rospeath Lane Industrial Estate (3.16 ha)

- Penbeagle Industrial Estate (3.09 ha)
- Consols Industrial Estate (0.86 ha)
- Guildford Road Industrial Estate (4.76 ha)
- Marsh Lane Industrial Estate (6.46 ha)
- Trewellard Industrial Estate (0.92 ha)

- **Saved Proposal TV-D:** Redevelopment of Hayle Quays and Foundry Yard (Hayle)
  - North Quay Industrial Estate (2.15 ha)
  - South Quay (1.3 ha)
- **Saved Proposal TV-E**: Redevelopment of Foundry Area (Hayle)
  - Dowren House (0.13 ha)
  - Foundry Yard (0.13 ha)

Land Reserved for industrial use:

- **Saved Proposal E-E:** Site at western end of Chy An Dour Coombe (0.2ha)
- **Saved Proposal E-F:** Site in Chy An Dour Coombe (0.24ha)
- **Saved Proposal E-G:** Site at eastern end of Chy An Dour Coombe (0.19ha)
- **Saved Proposal E-H:** Site west of Gulval (0.11ha)
- **Saved Proposal E-I:** Site adjacent to Rospeath Industrial Estate (0.32ha)
- **Saved Proposal E-J:** Site at Ludgvan Leaze Business Park (0.57ha)
- **Saved Proposal E-K:** Former Creamery site, St Erth Industrial Estate (2.68ha)

Total : 4.31 ha

Policy Monitoring

4.1 National planning policy advice is outlined in PPG4: *Industrial, Commercial Development and Small Firms*; and PPS 7: *Sustainable Development in Rural Areas.* Regional Planning Guidance for the South West (RPG10), identifies the need for Local Plans to make sufficient provision for employment land, emphasising that economic development should be distributed among the major urban areas, but also recognising the need for appropriate provision in small towns. RPG10 further emphasised the need for LPA's to undertake regular monitoring of industrial developments, measuring the effectiveness of policies by using targets and indicators, which were to be provided by Structure Plans.

4.2 The 1997 County Structure Plan policy E 1 required 30 hectares of land to be developed within the district for industrial purposes between 1991 and 2011. This requirement was carried forward in the Penwith Local Plan.

4.3 From April 1991 to March 2008, 12.39ha of developed industrial land was provided. The amount of land allocated in the Local Plan for industrial use (Proposals E-A to E-C) equates to 7.75 ha (proposal E-D lost to sewage works plant), with the amount of industrial land under construction and with planning permission for the current year (1.41ha plus 2.42ha), and undeveloped land without detailed permission (0.84) gives a total supply of 24.81ha . This leaves a gap requirement of 5.19ha of industrial land to be provided by 2011.

National Core Output Indicators for Business Development

COI BD1, BD2 and BD3: Employment Floorspace (m^2)

		B1a	B1b	B1c	B2	B8	Total
BD1: Total amount of additional employment floorspace by type:	gross	203.49	332.37	1041.49	2916.6	362.8	4856.75
	net	193.79	332.37	915.69	2046.2	115	3603.05
BD2: Total amount of employment floorspace on previously developed land by type:	gross	203.49	332.37	915.69	1,637.69	362.8	3452.04
	% gross	100%	100%	100%	56.15%	100%	71.07%
BD3: Employment land available by type:	hectares	-	-	-	8.68	-	8.68

NOTE: Sites with Use Class B1, B2 and B8 are counted as B2, those counted as B1 or B8 are subject to these Use Classes only.
Source: Industrial Survey 2007-2008.

Local Output Indicator

Core Output Indicator	***Performance 2007-2008***	***Comments***
Percentage of developed serviced/ estate type industrial floorspace occupied:	94.26%	An increase in occupancy by 11.4% from last year (82.8%)
Percentage of occupied UCO B1, B2 and B8 use located on employment land in relation to total supply (including premises):	45.32%	A decrease of 0.31% on previous year (45.63%)
Percentage of total developed floorspace in B1 use located on employment land in relation to total supply(including premises) :	8.83%	A decrease of 0.23% on previous year (9.06%)
Percentage of total developed floorspace in B2 use located on employment land in relation to total supply (including premises):	56.69%	An increase of 5.49% on previous year (51.20%)
Percentage of total developed floorspace in B8 use located on employment land in relation to total supply (including premises):	43.74%	An increase of 3.93% on previous year (39.81%)

Source: Industrial Survey 2007-2008

Local Plan Objectives, Policies and Output Indicators

AGRICULTURE AND FISHING

OBJECTIVE 3
To ensure that development does not have an adverse impact on the best and most versatile agricultural land.

Saved Policies relating to agricultural and fishing development

- **Saved Policy E-6:** Proposals for farm diversification.
- **Saved Policy E-7:** Development essential to agriculture, forestry or associated industries.
- **Saved Policy E-8:** Development directly related to the fishing industry

Saved Policies relating to protection of agriculture and fishing

- **Saved Policy E-5:** Protection of the best and most versatile agricultural land graded 1,2 and 3a.
- **Saved Policy E-9:** Protection of industrial sites, Newlyn harbour

Policy Monitoring

4.4 Employment in agriculture has been on the decline in recent years and funds previously available for maintaining and increasing production have fallen in response to surpluses. Instead, the emphasis has shifted towards biodiversity and the protection of the environment, with funds made available through agri-environment schemes, encouraging traditional farming methods to maintain: farm bird populations; traditional field hedges; and priority natural habitats. In response to significant change in the industry the Local Plan supports farm diversification.

4.5 The district contains land of significantly high agricultural quality, much of it bordering the main towns of Penzance/Newlyn, Hayle and St Ives. As a result conflict can arise between development pressures and the need to protect agricultural land as a non-renewable resource. The Local Plan seeks protection of the best and most versatile agricultural land from irreversible development.

Proposed Local Output Indicator

Local Output Indicator	*Performance 2007/2008*	*Monitoring Action Plan*
Amount of Agricultural land graded 1,2 and 3A lost to development (ha).		This indicator will be considered in relation to national guidance.

Local Plan Objectives, Policies and Output Indicators

TOURISM

OBJECTIVE 18

To encourage tourism development that is based on the natural attractions and cultural heritage of the District;

Saved Key Policy TM-1: Proposals for development related to tourism to respect the primary environmental resource.

Saved Local Plan policies relating to tourism provision

- **Saved Policy TM-3:** Hotels and other new build holiday accommodation.
- **Saved Policy TM-4:** Provision for new and the extension of existing caravans and tent sites.
- **Saved Policy TM-10:** Visitor attractions.

Saved Local Plan policies relating to the protection of tourist facilities

- **Saved Policy TM-2:** Protection of holiday accommodation.
- **Saved Policy TM-6:** Provision for holiday use only.

Policy Monitoring

4.6 Tourism is one of the most important industries to the locality, with nearly 30% of the district's employed working in the hotel, catering and distribution sectors. However, the tourist industry remains largely dependant upon seasonal variation which causes fluctuation in the job market throughout the year and increased pressures upon services and transport networks throughout the summer months.

4.7 The 'primary' attraction for visitors to the district is the natural landscape, which is therefore considered to be the basic resource of the tourist industry. Policies in the Local Plan are specifically aimed at protecting the amenity and character of the district's countryside, especially within the AONB and Heritage Coast areas, and it has been recognised that the tourist industry needs to support the protection of this resource. The Council's approach emphasises the need to improve employment opportunities while protecting the character of Penwith.

Proposed Local Output Indicators

Local Output Indicator	*Performance 2007/2008*	*Monitoring Action Plan*
Number of new purpose built holiday accommodation (gains):		Proposed local indicator to be investigated further.
Number of purpose built holiday accommodation lost to other change of use (losses):		Proposed local indicator to be investigated further.

Local Plan Objectives, Policies and Output Indicators

LIVE/WORK ACCOMMODATION

OBJECTIVE 7
To pursue a distribution and pattern of development which: reduces the need to travel; allows for the use of alternative means of transport to the private car and is well related to existing transport networks.
OBJECTIVE 19
To facilitate employment initiatives that strengthen and broaden the local economy

Saved Key Policy E-1
Sustainable contribution to the local economy, major needs to be met by available industrial land and the sites proposed in the Local Plan.

Saved Policies relating to industrial land provision

- **Saved Policy E-2:** Industrial and business development in and on the edge of main towns.
- **Saved Policy E-3:** Industrial and business development in and on the edge of villages listed in Saved Policies H-5 and H-6.

Policy Monitoring

4.8 Live/work accommodation is generally identified by Government (PPS4, ODPM Circular 03/2005, the Barker Review and the Taylor Review) as potentially playing an important role in helping to create sustainable mixed communities. Providing work space alongside living space is considered sustainable in terms of reducing the need to travel to work and combining the building and fuel maintenance costs of two properties into one. The mixed aspect refers to the locations of live/work clusters outside of traditional employment space locations and integrated into more town centre mixed use (commercial and residential) environments.

4.9 Live/work units are a hybrid use encompassing C3 residential and B1 business use classes. It is therefore difficult to clarify against the Use Classes Order (2005 Amendment). ODPM Circular 03/2005 advises classifying live/work as sui generis which allows for no permitted change without planning consent. But this form of classification affords a number of problems in terms of monitoring business use. To protect the workspace element of a live/work development, the dwelling part of the unit is generally to be considered as interdependently linked to the employment use.

4.10 Retention of business use is a major issue concerning live/work units. Despite planning conditions and covenants it is both difficult and expensive to enforce the retention of business use on market freehold developments as private developers retain no interest in the property once it has been sold on. These problems lead many planners to suspect that live/work units are nothing more then potential residential only developments in another guise.

4.11 Live/work units should however be considered an important element of town centre redevelopments and rural economic initiatives. The key driver behind demand for live/work units is from the professional self employed home worker who circumstances require larger office/workshop space than that which can be provided from an average house but who are not yet in the position to acquire separate business premises. Figures from DTI show that home working doubled nationally between 1991 and 2001 and represented 10% of the work force.

4.12 Live/work units are most likely to succeed through appropriate design with management strategies in place. Management is best achieved through planning conditions, lease covenants and tenancy agreements. Delivery and management of live/work schemes are probably best sought through housing association provision, who, unlike private developers, retain interests in the management of units after development completion through rent or intermediate housing agreements. For live/work units to thrive it is recognised that they should be preferably built in clusters and located in areas where there is good network opportunities with other commercial uses and where the area is not not predominated by residential uses. This both reduces the risk of isolating fledgling businesses and the threat of losing the property ultimately to residential use only.

Local Output Indicator

Local Output Indicator	***Performance 2007-2008***
Amount of completed live/work space paying business rates (cumulative total):	4/24 (16.6%)

Analysis

4.13 The Local Plan identifies a requirement for 30ha of Industrial land to be developed between 1991-2011. From April 1991 to March 2008 a total of 12.39ha was developed with 1.41ha under construction.

4.14 As at March 2008 the total supply of undeveloped industrial land was 11.01 ha comprising 7.75ha of allocated land and 3.26ha of undeveloped land with serviced planning permission. This leaves a requirement to provide a further 5.19ha (1.73ha per year for the remaining 3 years) of industrial land to meet the 2011 target of 30ha identified in the Local Plan.

4.15 The figures presented here differ to those referred to in the third AMR as a result of changes to Penwith Local Plan Proposal E-B to E-D: the discounting of the allocated proposal E-D which has been developed to support the St Erth Sewage Treatment works; and the re-inclusion of proposals E-B and E-C which had been previously discounted in anticipation of St erth Park and Ride Scheme.

4.16 Both Local Plan and Structure Plan policies are aimed at protecting the best and most versatile agricultural land (grades 1, 2 and 3a), from irretrievable loss to development. The use of agricultural land will inevitably need to adapt to changes in the demand for produce in the market. It is therefore recognised that monitoring the change of use of agricultural land should be reviewed in future AMRs.

4.17 Tourism is one of the main drivers of the local economy. Trends and prices in the housing market threaten the provision of traditional forms of holiday accommodation such as guest houses and hotels as the result of changes of use. Monitoring of holiday accommodation as a resource will be considered in consultation with representatives of the industry.

PART 2: TOWN CENTRE USES

Contextual Indicators

- In recent years there have been an increased number of large out of town retail outlets in the district which affect traditional town centre shopping habits.
- National information available from Goad Plans indicate that the proportion of non-retail uses within town centres nationally (A2, A3 and non-retail A1) have increased in the last decade while A1 retail use has decreased by 9%.
- Management Horizon's Europe UK Shopping Index 2003/2004 ranked Penzance 281st and St Ives 1,545th out of 1,672 town centres across the United Kingdom. The points scored (Penzance 68 and St Ives 11) are on the basis of multiple retail outlets represented in each centre. By Comparison, Truro (the principle retail centre in Cornwall) was ranked 148th with a score of 116.
- Penzance has a total of 393 retail premises counted in the town centre area. Of these 363 (92.3%) were occupied and 30 (7.7%) were vacant at March 2008 survey.
- St Ives has a total of 305 retail premises in the town centre area. Of these 293 (96%) were occupied and 12 (4%) were vacant at the survey date.
- Hayle has a total of 113 retail premises counted in the two town centre areas. Of these 100 (88.5%) were occupied and 13 (11.5%) were vacant at the survey date.
- St Just has a total of 27 retail premises counted in the town centre area. Of these 26 (96.2%) were occupied and 1 (3.8%) were vacant at the survey date
- The prime shopping area of Penzance consists of a total of 158 retail premises, of which 149 (94.3%) were occupied and 9 (5.7%) were vacant at the survey date.
- The prime shopping area of St Ives consists of a total of 97 retail premises, of which 94 (96.9%) were occupied and 3 (3.1%) were vacant at the relevant survey date.

Sources: 2001 Census of Population; Penwith Retail Survey 2007/2008; Penzance Town Centre Health Check, June 2005

Local Plan Objectives, Policies and Output Indicators

TOWN CENTRE PROVISION

OBJECTIVE 16
To maintain and improve the vitality and viability of the main town centres.
OBJECTIVE 17
To maintain and improve the role of villages as local centres of community and commercial activity

Saved Plan Strategy Policy ST-1: Focus of development in main town centres and, in the case of serviced industrial land, St Erth station area.

Saved Key Policy TV-1: Focus of development in main towns and the main villages listed in Policy H-5.

Local Plan policies relating to town centre facility provision

- **Saved Policy TV-17:** Shopping facilities in edge-of-centre or out-of-centre locations
- **Saved Policy TV-18:** Emphasis on retail uses in prime shopping areas of Penzance and St. Ives.
- **Saved Policy TV-19:** Use Class A1, A2 and A3 in Town Centre Areas.
- **Saved Policy TV-20:** Development and the loss of village or neighbourhood shops.

Local Plan site specific proposals relating to town centre provision

- **Saved Proposal TV-A:** Former gas holder site, Penzance (0.26ha), provision for a range of uses in a mixed use redevelopment.

Policy Monitoring

4.18 Monitoring of retail premises was extended during 2005-2006 to include all UCO A1, A2, A3, A4, A5, D2 and B1 premises in the district. Previous monitoring recorded Use Classes A1, A2 and A3 and was principally confined to the town centre areas of Penzance and St Ives. In the monitoring period of this report all of the Use Class B1 premises not counted in the new district wide industrial site and premises monitoring system, have been included here. In addition to this, future monitoring will also include UCO D2. Currently D2s are monitored in the new retail monitoring system in line with PPS6 and the diversification of town centres. However floorspace data is currently unavailable for D2s. It is therefore proposed to develop a new system to include floorspace data for this UCO in future AMRs.

4.19 Planning Policy Statement 6 (PPS 6): *Planning for Town Centres:* emphasises that the vitality and viability of town centres would be strengthened with diversification of retail with other use categories, recommending that local planning authorities '*should encourage diversification of uses in the town centre as a whole, and ensure that tourism, leisure and cultural activities, which appeal to a wide range of age and social groups, are dispersed throughout the centre*'.

This approach is supported in RPG10 Policy EC 6 and Structure Plan Policy 16.

4.20 Truro is the dominant retail centre in Cornwall, located just over 25 miles from Penzance. Penzance is the main shopping centre within the district and offers a full range of services with a number of large national multiples situated on it's eastern approach. It is the administrative centre of the district and is also a focus for community and recreational facilities. St Ives is the next important retail centre in the district, but comes out at a very low ranking when scored alongside Penzance for national multiples occupancy (Management Horizon's ranking 281 for Penzance, and 1,545 for St Ives). Although there is a large supermarket development in Carbis Bay, St Ives is to be considered as a secondary centre to Penzance in retail terms. St Ives offers a range of services and smaller retail outlets, much of the commercial activity is primarily geared towards tourism. As an important centre for the tourism industry, St Ives offers a significant amount of holiday accommodation for the seasonal influx of visitors during the summer season. The next main centre in the district, Hayle is divided into two shopping centres, Copperhouse (the larger) and Foundry. Both Hayle and St Ives are of a predominantly lower order than Penzance, but offer valuable local services and retail facilities to the local community. There are smaller retail areas situated at St Just, Newlyn and Marazion, which provide essential retail and service facilities for their respective localities. Outside of these there are a number of villages which offer a range of, or limited facilities (listed in Local Plan policies H-5 and H-6) which provide villages with neighbourhood shops and other services.

4.21 Policy TV-18 of the Local Plan sets out to protect the ground floor retail space of Penzance and St Ives prime shopping areas by limiting development which would effect the predominance of retail (A1) use in the area. In Penzance 'predominant' is interpreted as 80% of ground floor non-complex and complex units. In St Ives 'predominant' is 75%.

4.22 The hierarchy of retail facilities by Use Class in the district is outlined in the following tables. Please note that the Prime Shopping Areas of Penzance and St Ives are within their respective town centre areas.

Prime shopping areas numbers of units by Use Class 2007-2008

Town	***A1***	***A2***	***A3***	***A4***	***A5***	***Other***	***Vacant***	***Total***	***% of A1***
Penzance	116	13	13	3	0	4	9	158	73.4%
St Ives	76	5	7	5	1	0	3	97	78.3%

Source: Retail Survey 2007-2008

Town centre areas number of units by Use Class 2007-2008

Towns	Occ	Vac	A1	A2	A3	A4	A5	B1	D2	Other	Occupied
Penzance	363	30	247	43	33	12	8	10	4	5	92.3%
St Ives	293	12	211	18	37	10	8	0	4	5	96%
Hayle	100	13	63	14	8	3	4	4	0	4	88.5%
St Just	26	1	16	3	2	4	1	0	0	0	96.2%

Source: Retail Survey 2007-2008. Note: Figures do not include 1st floor premises unless part of a shopping complex.

Out of/edge of town centre areas number of units by Use Class 2006-2007

Towns	A1	A2	A3	A4	A5	B1	D2	Total
Penzance	43	33	19	15	5	10	12	137
St Ives	16	2	2	1	0	0	8	29
Hayle	17	9	10	4	3	11	6	60
St Just	11	0	1	1	1	5	2	21
Newlyn	27	2	6	6	2	1	4	48
Carbis Bay	8	3	3	0	0	0	2	16

Source: Retail Survey 2007-2008

Village facilities number of units by Use Class 2007-2008

Villages	A1	A2	A3	A4	A5	B1	D2	Total
H5	61	0	13	25	6	2	25	132
H6	40	2	13	16	2	1	12	86
H7	7	0	3	10	1	0	3	24
Other	9	0	1	1	0	0	6	17

Source: Retail Survey 2007-2008

Core Output Indicators

4.23 The CLG update defines town centre uses as UCO's A1, A2, B1a and D2. The definition for gross to net is the same as applies to COI BD1 whereby gross floorspace refers to new floorspace gained through new completions, conversion or change of use. Net floorspace takes into account loss of floorspace due to demolitions, conversions and change of use. Further the update requires A1 floorspace to include both gross internal floorspace (entire internal space) and net internal floorspace (total tradeable floorspace) for A1 use.

COI BD4: Amount of completed floorspace for town centre uses (m^2):

		A1 Gross Area	A1 Net Trading Area	A2	B1a	D2	Total
(i) within town centre areas	Gross	588.82	426.63	169.2	139.85	-	1,323.88
	Net	302.75	272.08	-189.1	139.85	-	525.58
(ii) the local authority area	Gross	1,149.95	920.54	292.28	139.85	669.72	3,172.34
	Net	819.93	706.74	-852.04	130.55	669.72	2,196.39

Source: Retail Survey 2007-2008

Local Output Indicators

Local Indicators measuring Cumulative Supply Provision	***Performance up to 31st March 2008 (m^2)***	***Monitoring Comment***
Amount of retail (A1) development, in gross internal floorspace:.	104,617.86	Cumulative total 140.97m^2 down on previous supply reported last year
Amount of retail (A1) development, in net trading floorspace:	75,556.84	Cumulative total 1,403m^2 down on previous supply reported last year
Amount of retail (A1) development in town centres, in gross internal floorspace:	63.946.59	Cumulative total 615.84m^2 down on previous supply reported last year
Amount of retail (A1) development in town centres, in net trading floorspace:	41,947.55	Cumulative total 309.97m^2 down on previous supply reported last year
Percentage of retail premises (Use Class A1) in prime shopping area of Penzance:	77.85% 116/149	Total increased by 0.37% on last year but still effectively below target 80%
Percentage of retail premises (Use Class A1) in prime shopping area of St Ives:	80.85% 76/94	Total increased by 1.47% on last year and surpasses target of 75%
Amount of retail (A2) development, in gross internal floorspace:	19,416.10	Cumulative total 1,896.9m^2 down on previous supply reported last year
Amount of retail (A2) development in town centres, in gross internal floorspace: Cumulative Total.	12,951.61	Cumulative total 1,040.55m^2 down on previous supply reported last year
Amount of retail (A3) development, in gross internal floorspace:	19,797.48	Cumulative total 1,040.55m^2 up on previous supply reported last year
Amount of retail (A3) development in town centres, in gross internal floorspace:	10,383.37	Cumulative total 102.2m^2 up on previous supply reported last year
Amount of retail (A5) development, in gross internal floorspace:	1,530.06	No change in cumulative total
Amount of retail (A5) development in town centres, in gross internal floorspace: Cumulative Total.	974.16	No change in cumulative total
Percentage of retail development located in town centres:	59.4% 790/1330	Cumulative total has fallen by 0.3% on last years figure of 59.7%
Percentage of retail development located in edge of town or out of town centre locations:	21.35% 284/1330	Cumulative total has increased by 0.31% on previous year reported

Source: Retail Survey 2007-2008

Analysis

4.24 Policy TV-18 of the Local Plan sets out that the predominance of Use Class A1 retail premises in the Prime Shopping Areas should be interpreted as 80% for Penzance and 75% for St Ives. The annual Town Centre Retail Survey shows that, in Penzance the proportion of A1 uses is 77.85%, which indicates a gradual increase towards the 80% target on last year (0.37% up). The number of non-retail uses in the prime shopping area has increased in the past few years reflecting a trend which Policy TV-18 is aimed to reduce. The recent approval of the subdivision of an A1 unit to include A3 useage was due partly to lack in confidence of the wording of the Policy. The Penzance Town Centre Health Check found that in terms of the national average, the centre has a higher proportion of comparison A1 retail while, conversely, the proportion of A3/A5 uses and A1 service is slightly lower. This indicates that, although non-retail uses have marginally increased, retail use remains above the national average. In St Ives the A1 figure is 80.85% which is well above the policy target of 75% and reflect the success of the policy in reducing A3/A5 uses in that town.

4.25 Policy TV-19 sets out the criteria for retail development as defined in classes A1, A2 and A3 within town centre areas subject to the provision of Policy TV-18 in relation to the effect of such development on the Prime Shopping Areas. Policy TV-16 emphasises that major retail, office, leisure and community developments should be focused in the town centres of Penzance, St Ives and Hayle. The overall performance of retail provision in all of the town centre areas remains high with an overall supply of 59.4% of the total district provision.

4.26 Policy TV-16 state that major retail development on edge-of-centre, or out-of -centre area locations, will only be permitted following sequential tests. These tests must demonstrate that no alternative accommodation is available in the town centre (for edge-of-centre sites) or on the edge-of-centre sites (for out-of -centre proposals). Policy TV-17 further emphasises that such development should not detract from facilities offered in town centre areas and the viability of village shops. Retail Use Class in edge-of-centre and out-of-centre locations is currently 21.35% (284 units out of an overall supply of 1,330), an increase of 0.31% on previous years figures (286/1359). The 3% shortfall this year in the cumulative supply of retail in town centres appears to have spread into edge of town locations indicating the effectiveness of Policies TV-16 and TV-17.

5 HOUSING

PART 1: HOUSING PROVISION AND EFFICIENT USE OF LAND

Contextual Indicators

- Housing stock owned by Registered Social Landlords:12.93% (March 2008)
- Housing stock privately owned: 87.07% (March 2008)
- Average House Price: £238,951 (November 2008)
- Average detached house price: £308,197 (November 2008)
- Average semi detached house price: £219,312 (November 2008)
- Average terraced house price: £205,573 (November 2008)
- Average flat or maisonette price: £213,286 (November 2008)
- Housing considered overcrowded: 6.6% (2001)
- Accommodation without own bath or shower and toilet: 0.7% (2001)
- People in area who are income deprived: 17.6% (2001)
- Children that live in families that are income deprived: 24.9% (2001)
- Population over 60 living in households that are income deprived: 17.6% (2001)
- Total number of household spaces: 31,118 (2001)
- Total number of households in the area: 28,080 (2001)
- Total resident population: 63,800 (March 2004)
- Household spaces which are vacant and unoccupied: 2.7% (2001)
- Household spaces which are second or holiday homes: 8% (March 2008)
- Detached housing element of housing stock: 30.68% (2001)
- Semi-detached housing element of housing stock: 19.84% (2001)
- Terraced housing element of housing stock: 33.52% (2001)
- Flat/maisonette element of housing stock: 14.84% (2001)
- Average House Price: £208,305 (March 2008)
- Average household income: £34,930 (March 2008)
- Average annual wage: £12,681 (March 2008)

Sources: 2001 Census figures for Penwith; Neighbourhood Statistics 2005; Savills Annual Housing Survey (March 2007); UK House Price Index (2007).

Local Plan Objectives, Policies and Output Indicators

HOUSING PROVISION

OBJECTIVE 13

To relate housing provision to the estimated growth in population and number of households.

OBJECTIVE 12

To promote the re-use of previously developed land including the regeneration of derelict, unused and under-used sites in towns and villages.

OBJECTIVE 11

To achieve the most efficient use of land and existing buildings.

Plan Strategy Saved Policy ST-1

Focus of development on main towns

Saved Key Policy H-1

Provision for 4,800 new dwellings during the Local Plan period (1991-2011) including a target of 1,400 affordable dwellings.

Local Plan policies relating to housing provision and previously developed land

- **Saved Policy H-3:** Provision in main towns and use of previously developed land.
- **Saved Policy H-4:** Housing provision in St Just.
- **Saved Policy H-5:** Housing provision in main villages with a range of facilities.
- **Saved Policy H-6:** Housing provision in villages with more limited facilities.
- **Saved Policy H-10:** Subdivision of dwellings to flats and multiple occupancy.
- **Saved Policy H-11:** Conversion of non-residential buildings to dwellings.
- **Saved Policy H-12:** Conversion and re-use of space above town centre premises for residential use.
- **Saved Policy H-18:** (Clause ii) Design and layout of residential development to make the most efficient use of available land and achieve a density of between 30 and 50 dwellings per hectare.

Allocated Sites

- **Saved Proposals H-A to H-J, TV-A and TV-D**

Policy Monitoring

5.1 Policy H-1 is monitored by analysing the supply of sites allocated, with planning permission, under construction and completed in relation to the targets in Policy H-1 and in the current development plan document, the Cornwall Structure Plan (2004) which identifies the need for 3,300 dwellings to be developed between 2001 - 2016 (average 220 dwellings per annum).

5.2 Policy H-3 is monitored by analysing housing completions and supply. The national target seeks 60% of completions to be provided on previously developed land. South West Regional Planning Guidance (RPG10) suggests a target of 50% while the County Structure Plan has a target of 40%. 75.78% was achieved in 2007-2008.

5.3 Planning Policy Guidance 3 *Housing* advises local authorities to undertake an Urban Capacity Study (UCS) to identify potential development sites in urban areas. A joint UCS was undertaken in 2001 with Cornwall County Council and the six districts authorities. The results of the study were included in the Local Plan as housing allocations.

5.4 Planning Policy Statement 3: *Housing* (December 2006) superceded PPG3 as of April 2007 and requires local authorities to undertake a Strategic Housing Land Availability Assessment (SHLAA) to identify potential development sites in urban areas, rural communities and urban extensions. When complete this assessment will provide up to date information to feed into the preparation process for the Core Strategy and the Area Action Plans DPDs (as a part of the new Local Development Framework). The SHLAA is to inform on the Penwith LDF process with the identification of potential development land in a strategic context.

5.5 The draft South West Regional Spatial Strategy (SW RSS) identifies a target supply for Penwith to accommodate 4,800 net additional dwellings between the 20 years of the development plan period 2006-2026. This was amended in the EiP Panel Report to 7,800 dwellings (January 2008). This figure was later supported by the Secretary of States Proposed Changes (July 2008). The emphasis of the South West Regional Spatial Strategy (SWRSS) is to locate proposed development by settlement hierarchy based on existing infrastructure and transport links. Thus the main focus for development is proposed for: Strategically Significant Cities and Towns (Development Policy A); Market Towns (Development Policy B); and Small Towns and Villages (Development Policy C).

5.6 The RSS is required by PPS3 to apportion dwelling provision for the region over a period of time to allow local authorities to develop plans in their respective LDFs to plan for 15 years supply of the relevant 20 year development plan period. The SHLAA is to provide evidence of identified land supply for the 15 year period in three 5 year phasing blocks:

- the first 5 year supply is to comprise of specific identified sites considered to be 'developable and deliverable' within the time frame;
- to identify specific deliverable sites of land supply for the second phase covering for years 6-10 of the plan period. These site should follow the criteria of being suitable and achievable;
- for the third phase covering years 11-15 of the plan period, PPS3 anticipates that if identified specific deliverable sites cannot yet be identified then at least broad areas of growth should be.

5.7 Paragraph 57 of PPS3 also makes reference to maintaining a continuous five year housing trajectory which will be assessed and reviewed as an output of the AMR:

> *Once identified, the supply of land should be managed in a* way *that ensures that a continuous five year supply of deliverable sites is maintained ie at least enough sites to deliver the housing requirements over the next five years of the housing trajectory*

5.8 Paragraph 5 (i) of PINs Guidance on *Demonstrating a 5 Year Supply of Deliverable Sites* states that LPA's should:

> *Identify the level of housing provision to be delivered over the following 5 years which, in the first instance, will be from 1st April 2007 to end of March 2012. Local Planning Authorities should use, where available, housing provision figures in adopted Development Plans, adjusted to reflect the level of housing that has already been delivered (within the lifetime of the plan.*

5.9 In accordance with the PIN's guidance, this assessment will evaluate the housing supply requirement based on the current development plan document which is the Cornwall Structure Plan 2004 and follows the HPDG Return submitted by Penwith for the current monitoring year in August.

5.10 In order to identify the net additional housing expected to come forward over the next 15 years in accordance with NCOI H2(c), the supply provision needs to be assessed in terms of:

- the gross supply requirement for the plan period as set out in the relevant plan document, and
- the net supply requirement as determined by the number of dwellings achieved since the base date of the development plan and projected forward to the 15 years of the trajectory.

5.11 The Cornwall Structure Plan 2004 sets out a housing provision of 3,300 dwellings to be achieved in the district over the 15 years of the current development plan period 1st April 2001 to 31st March 2016. This is the gross supply requirement. As at 31st March 2008 a net supply of 2,096 dwellings had been achieved since the base date of the plan period, leaving a further 1,204 dwellings to be achieved in the remaining 8 years of the current plan to 2016. In order to calculate a 15 year supply the remaining annual average anticipated delivery will be projected following the formula: 1,204 dwellings remaining / 8 years remaining = 150.5 dpa annual average * 15 years projected = 2,257.5.

Housing Supply (March 2008)

Allocated Sites	About 524
Outstanding planning permissions	964
Units under construction	505
Total	1993
Equivalent years' supply in the context of the remaining Cornwall Structure Plan annual average requirement	13.24

Note: Total provision is divided by the annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance (NCOI 2a(v).

National Core Output Indicators for Housing

COI H1: Plan period and housing targets

H1: Identify the source of the housing target used in the housing trajectory and the total amount of housing planned to be delivered over the period. Where there is more than one plan applying across the housing trajectory, details should be provided:				
	Start of plan period	End of plan period	Total housing required	Source of plan target
H1 (a) The current plan	01/04/01	31/03/2016	3,300	Structure Plan
H1 (b) Emerging Plan	01/04/06	31/03/2026	7,800	Emerging RSS

5.12 The new housing trajectory NCOIs as described in the latest DCLG Core Output Indicators Update 2/2008. As the SW RSS is due to be adopted in April 2009, the targets for housing delivery outlined in the current statutory development plan, the Cornwall Structure Plan 2004, will be used (see paragraphs 5.8-5.11 above).

5.13 The indicators H2(a) and H2(b) remain unchanged from previous years reporting of the former NCOIs 2(a)i and 2(a)ii. Indicator H2(c) is new and replaces the former indicators 2(a)iii – v which projected net additional dwelling to end of plan period, annual requirement and annual average net additional to meet that requirement. The new indicator H2(c) presents a trajectory of likely future levels of housing delivery over at least a 15 year period or to the end of the current development plan period, whichever is the longer. As the current plan period ends in 2016, the 15 year period is the longer.

5.14 The purpose of Core Output Indicator H2(a) is to show recent levels of housing delivery. Update guidance stipulates that figures should be provided annually for the previous five years or the start of the relevant plan period, whichever is the longer. The current plan period commenced 01/04/01, one year prior to previous five years so will be used for this indicator;

COI H2(a): Net additional dwelling from the start of the development plan period

	01/02	02/03	03/04	04/05	05/06	06/07	Total
No of dwellings	228	268	248	301	312	293	1650

Source: Penwith Housing Land Availability Survey 2007/2008

5.15 Core output indicator H2(b) shows the level of housing delivery for the reporting year of this AMR, whereby net additional dwellings are calculated as new build completions minus demolitions plus gains or losses through change of use and conversions.

COI H2(b): Net additional dwellings for the reporting year

Number of net completions 01/04/07-31/03/08:	446

Source: Penwith Housing Land Availability Survey 2007/2008

5.16 The Update guidance for H2(c) stipulates that the first year of the 15 year period is the current monitoring year (April 2008 – March 2009) that is Year 1; and that the 5 year period (Years 2-6) starts in the next year and covers the period from 1st April 2009 - 31st March 2014. The third period in question covers the remaining 9 years (Years 7-15) of the 15 year trajectory for the period 1st April 2014 to 31st March 2023.

5.17 The indicator H2(c) is divided into three parts to reflect the differences in calculating the supply in each element;

- H2(c)i: Year 1, The Current Monitoring Year
- H2(c)ii Years 2-6, The 5 Year Period
- H2(c)iii Years 7-15, The remaining period of the 15 year trajectory

5.18 Core Output indicator H2(d) refers to *the net additional dwellings expected to come forward over the remaining plan period to meet the overall housing requirement set out in the relevant development plan document. This should take into account the previous delivery of net additional dwellings since the start of the plan period.*

5.19 Due to ongoing work with the draft SHLAA process, the district authority is not yet able to make accurate assumptions relating to completion rates over the 15 year trajectory period of the new indicator. Although the HPDG return submitted in July 2008 accurately follows the CLG guidance: Demonstrating a 5 Year Supply of Deliverable sites, there are discrepancies between the methodology of the first return and the stated CLG guidance with the guidance for the new indicator H2(c) which are difficult to reconcile at this point in time, namely:

- The first 5 year demonstration of supply was from 1st April 2007 to 31st March 2012 (HPDG Return 2008);
- The second 5 year demonstration period referred to in H2(c) covers the period 1st April 2009 to 31st March 2014 which will inform on the HPDG Return for 2009 ;
- That a 'gap year' has been inserted between these two five year demonstration periods designated 'the current monitoring year';
- That the 5 year demonstration of this report should cover the period 1st April 2008 - 31st March 2013 to comply with PPS3 paragraphs 57 and 60 in maintaining a rolling 5 year demonstration of supply to be reported upon annually;
- That the counting of net additional dwellings in the first half of the current monitoring year is outside of the reporting year of the AMR;
- That the counting of net additional dwellings in the first half of the current monitoring year includes the counting of windfall delivery which is contrary to PPS3 paragraph 59 which stipulates that windfall sites cannot be taken into account in the first 10 years of the supply trajectory.

5.20 For the reasons given above and until clarification on these issues are forthcoming from CLG on the problems relating to the current guidance on COI H2(c) and by implication COI H2(d) this report will continue to use by proxy the former NCOI 2a (iii)-(v) given below:

NCOI 2a (iii)-(v)

2a(iii) projected net additional dwellings up to the end of the relevant development plan document or over a ten year period from its adoption, whichever is the longer; Projected number of dwellings to end of development plan period (CSP 2004: up to 2016):	1204
2a(iv) the annual net additional dwelling requirement (CSP annual average);	220
2a(v) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance;	150.5

Note: The relevant development plan document is the Cornwall Structure Plan, 2004, (CSP) which relates to the period 2001-2016

COI H3: New and converted dwellings on previously developed land

Percentage of gross new and converted dwelling completions on previously developed land;	*Performance 2007/2008*	*Target*
Gross:	446	-
% Gross on PDL:	75.78%	70%

5.21 Government guidance emphasises the need to provide smaller lower priced housing at higher densities, avoiding the wasteful use of land. Low density housing does not make the best use of available sites and often results in higher cost developments. Higher density housing can therefore be appropriate to local need, providing lower cost housing which could achieve a greater sympathy with traditional development patterns both in scale and character.

Local Output Indicators

Efficient Use of Land

Local Indicator	*Performance 2007/2008*	*Target*
Percentage of new dwellings completed at:		
(i) less than 30 dwellings per hectare;	14.36%	-
(ii) between 30 and 50 dwellings per hectare;	12.80%	-
(iii) above 50 dwellings per hectare;	72.84%	-
PBCL1: Number of new dwellings completed as % of the cumulative development plan total	94.39%	85%
Percentage of completions in main towns from 1991 to 2008 :	56.78%	About 66%

Note: The relevant development plan document is the Penwith Local Plan, 2004, which relates to the period 1991-2011.

PART 2: GYPSY AND TRAVELLER ACCOMMODATION

Local Plan Objectives, Policies and Output Indicators

GYPSY AND TRAVELLER SITE PROVISION

OBJECTIVE 2O

TO MEET THE NEEDS OF THE COMMUNITY AS A WHOLE IN TERMS OF GENERAL MARKET, AFFORDABLE AND OTHER SPECIAL NEEDS HOUSING

OBJECTIVE 21

TO MEET THE NEEDS OF RESIDENTS AND VISITORS IN TERMS OF SERVICES, RECREATIONAL AND COMMUNITY FACILITIES

Local Plan policies relating to Gypsy and Traveller sites

- **Saved Policy H-17:** Requirements relating to permanent and transit sites .

Policy Monitoring

5.22 The guidance of Circular 1/94: *Gypsy Sites and Planning* required Local Plans to provide locational or criteria based policies for gypsy site provision to provide guidance in dealing with applications, whether from local authority or private applications. Policy H-17 sets out the criteria based approach based on the provision being related to an identified requirement; that permanent sites have safe and convenient access to schools, shops and other facilities; and that transit sites are located at accessible points to the primary route network.

5.23 The advise carried forward in Circular 1/94 and the repeal of local authorities' duty to provide gypsy sites made the provision of sites discretionary based upon proven needs requirement. Consequently no sites have been provided in the district to date with only two applications made a refused on a proposed site in St Erth.

5.24 In February 2006 Circular 01/2006 replaced Circular 1/94 in consequence to the apparent shortfall in Gypsy site provision in the previous 12 years and to promote the Government objective of creating sustainable strong communities for all members of society as advocated in the Respect Agenda.

5.25 Changes to the planning system were introduced by the Planning and Compulsory Purchase Act 2004 which requires local authorities to include gypsy and traveller accommodation needs as a part of wider housing strategies and general housing accommodation assessments. Following the new requirements brought forward from the Planning Act, Circular 01/2006 focuses on the objectives to: increase the number of authorised sites in appropriate locations through consultation with all members of the community; and reduce the number of unauthorised sites which are identified as being the main cause of conflict and controversy between the nomadic and settled communities. The Circular draws on evidence based on a caravan count published in July 2005 which showed that of around 16,000 gypsy and traveller caravans, approximately one quarter were pitched on unauthorised sites

5.26 Circular 01/2006 provides updated guidance on the planning aspects of finding and providing permanent and transit sites for gypsies and travellers and the policy process in establishing accommodation need:

- Gypsy and Traveller Accommodation Assessment (GTAA) – an initial assessment of need and the identification of pitch requirements by local authority area;
- Regional Spatial Strategy – to confirm or adjust numbers and distribution of pitches among local authority areas from a regional perspective;
- Development Plan Documents – to identify specific sites to provide accommodation for pitch requirements.

5.27 In November 2006 Cornwall County Council on behalf of all the local authorities in Cornwall, commissioned Fordham Research to undertake a Cornwall GTAA as required by Circular 01/2006, assessing the current level of site provision, an estimation of the current extent of accommodation need, and a projection of future requirements to 2011. The final report was published in October 2006.

5.28 The assessment found that caravan numbers had increased by 13% over the period 2003-2005, that all three local authority sites in the County were at capacity (Boscarn Parc, Foredown and Wheal Jewel), and that of a total of 262 respondents to a circulated questionaire to the gypsy and traveller community, approximately a third were accommodated on unauthorised sites. The principal findings of the report found that overall an additional 147 permanent pitches were required (9-12 sites), and a further 45 transit pitches to meet the accommodation need up to 2011. The assessment also recommended that each permanent residential site should comprise of between 9-12 pitched to accommodate existing social groupings.

5.29 In terms of Penwith's requirements, the GTAA identifies the need for 11 permanent pitches to meet current demand with a projection of a further 2 to accommodate further need up to 2011, a total of 13 pitches. Figures for transit sites are not provided by the assessment at a district level, but applies the Niner's assumption that between 50 to 70% of permanent pitches will require a transit pitch at some point in time (26-36 pitches countywide) and that an additional 25% must be added to this figure to allow for mobility (maintain supply of vacant pitches to accommodate new transit residents). Using the same Niner's integers, at a district scale this would require 5 transit pitches.

National Core Output Indicator

COI H4: Net additional pitches (Gypsy and Traveller)

Net additional pitches for Gypsy and Travellers sites 2007/2008	Permanent	Transit	Total
	0	0	0

PART 3: AFFORDABLE HOUSING DELIVERY

Local Plan Objectives, Policies and Output Indicators

AFFORDABLE HOUSING

OBJECTIVE 20

TO MEET THE NEEDS OF THE COMMUNITY AS A WHOLE IN TERMS OF GENERAL MARKET, AFFORDABLE AND OTHER SPECIAL NEEDS HOUSING

Local Plan policies relating to affordable housing
- **Saved Policy H-13:** Element of affordable housing on planned sites.
- **Saved Policy H-14:** Affordable housing requirements.
- **Saved Policy H-15:** Rural Exception Sites.
- **Saved Policy H-3 (clause ii):** Affordable housing on 'greenfield' sites.

Policy Monitoring

5.30 Affordable housing has been monitored as a part of the Housing Land Availability Monitoring Report. The need for affordable housing in the district is significant. with an affordability index (relationship between average earnings and average house prices) of 12.81 (Nomis 2006). This problem is fuelled by competition for housing between local need and demand from those seeking second or retirement homes in the area. Figures derived from the annual housing surveys undertaken by the property consultants Savills suggest that second home ownership in Penwith, while still remaining an inherent problem, is on the decline in recent years. The percentage of the cumulative housing stock has steadily declined from 9.5% in March 2005, to 8.6% in March 2006 and again to 7.95% in March 2007 but has risen again to 8 % in March 2008. In 2004 the Council produced Supplementary Planning Guidance on Affordable Housing to provide more detailed guidance on the interpretation of Local Plan policies for affordable housing.

5.31 Local Plan Policy H-1 identifies a target for 1,400 affordable homes for the period 1991-2011, within the overall requirement of 4,800 new dwelling. From April 1991 to March 2008 a total of 980 affordable dwellings had been achieved, a shortfall of 210 dwellings compared with the rate needed to meet the target (1,190) for this year. This implies a target of 140 affordable dwellings per year for the remaining 3 years of the plan period if the overall target is to be met.

National Core Output Indicator

COI H5: Gross Affordable Housing Completions

H5: Total gross supply of social rented and intermediate housing	Social rent homes provided	Intermediate homes provided	Affordable homes total
	40	89	129

Local Output Indicators

Local Indicator	*Performance 2006/2007*	*Target*
PBCL3: Percentage of new homes classified as 'affordable'	28.92%	29.00%
PBCL2: Number of new 'affordable' dwellings completed as a % of the cumulative development plan total	70.00%	85.00%

Local Output Indicator

Local Output Indicator	*Performance 2006/2007*	*Monitoring Action Plan*
Number of second homes as a % of the cumulative total of the district housing supply:	8%	Information derived by Savill's annual property survey
Number of holiday homes as a % of the cumulative total of the district housing supply:		Proposed local indicator to be included.

Note: These indicators may be linked with the local indicators under Tourism relating to the net losses and gains of purpose built holiday accommodation.

Analysis

5.32 Policies relating to housing provision are achieving and exceeding the rate needed to meet the requirements identified in the Cornwall Structure Plan 2004, and the Penwith Local Plan. The annual average rate required for the remainder of the Structure Plan period (up to 2016) is 150.5 dwellings. The total number of dwellings on allocated land, sites with outstanding planning permission and under construction equates to 13.24 years' supply. The percentage of completions on previously developed land (75.78%) continues to exceed the national target of 60%. Affordable housing completions remain below the Local Plan target for this year (85%) but has steadily increased by 9.22%% on last years cumulative achievement of 61% to 70%. Overall affordable housing provision is currently 210 dwellings behind the 1190 dwellings cumulative target for 2007/2008.

PART 3: HOUSING QUALITY

Local Plan Objectives, Policies and Output Indicators

HOUSING QUALITY

OBJECTIVE 2

TO PRESERVE AND ENHANCE THE CHARACTER AND APPEARANCE OF THE BUILT ENVIRONMENT

OBJECTIVE 5

TO ENSURE THAT DEVELOPMENT IS OF A SCALE AND DESIGN THAT IS IN KEEPING WITH THE SPECIAL CHARACTER AND QUALITIES OF THE DISTRICT AND ITS SPECIFIC LOCATION

OBJECTIVE 6

TO PROMOTE ENERGY EFFICIENCY

OBJECTIVE 8

TO ENSURE THE LOCATION OF DEVELOPMENT MAXIMISES EXISTING AND PROPOSED INFRASTRUCTURE PROVISION AND ACCESSIBILITY TO SERVICES AND COMMUNITY FACILITIES

OBJECTIVE 22

TO CREATE A 'USER FRIENDLY' HUMAN ENVIRONMENT IN TERMS OF SAFETY, SECURITY, ACCESSIBILITY AND AMENITY

Local Plan policies relating to affordable housing

- **Saved Policy GD-2:** Design and layout of development in regards to:
  - Style, form and detailing;
  - Materials used;
  - Passive solar gain and energy efficiency;
  - Reduction in crime;
  - Accessibility to the aged and families;
  - Wildlife amenity;
  - Maximise public transport opportunities;
  - Recycling and waste.
- **Saved Policy GD-3:** Incorporation of appropriate landscaping.
- **Saved Policy GD-4:** Sewage, drainage and water provision, prevention of light, noise and air pollution, and the prevention of flooding on site and elsewhere.

Policy Monitoring

5.33 Developments need to consider a number of factors when designing the style and layout of proposals relating to integration with the surroundings and the provision of practical, energy efficient and 'user friendly' homes and safe and socially functional community space. Structure Plan Policies 1 and 2 refer to the importance that design, layout and materials should respect the local distinction of their surroundings.

5.34 New development also offer the opportunity to utilise energy efficient designs such as maximising passive solar gain and using insulating material, as well as introduce measures to reduce energy consumption and exploit opportunities to incorporate wherever practicable, on site renewable energy technology.

5.35 Circular 5/94 'Planning Out Crime' identified that the design and layout of developments can be used to deter crime incorporating window views over community spaces, well lit areas and open travel routes and that these design criteria should be considered as material planning considerations.

5.36 It is also recognised that developments should consider access provision for alternatives to the private car, allowing for convenient and safe facilities for pedestrians and cyclists and be located in areas served by the public transport network to conform with Structure Plan Policy 28 which seeks to encourage journeys on foot and bicycle. PPS3 recognises that good quality housing design has a beneficial impact on community identity, reducing crime, improving public health, easing traffic problems while increasing the value of properties.

5.37 The CABE Building for Life Assessment comprises of a point system based on 20 criteria which define the functional, attractive and sustainable nature of new large scale developments. The 20 criteria have been specifically designed to reflect the quality of housing objectives described in PPS3. Already well known as an award scheme within the building industry, the 20 criteria have also been used by the National Housing Audit and is increasingly used by local planning authorities to assess design quality at a pre-planning stage. The Building for Life Assessment has now progressed as a qualitative assessment tool which local authorities are required to report on in the AMRs (02/2008 Update) in the new housing indicator H6: Housing Quality – Building for Life Assessments.

5.38 Each housing development is to be awarded a score out of 20 points based on the proportion of CABE Building for Life criteria answered positively. The scores are categorised as: very good (16 points or more); Good (14-15 points); average (10-13 points); or poor (less than 10 points).

National Core Output Indicator

COI H6: Housing Quality- Building for life Assessment

H6: The number and proportion of total new build completions on housing sites reaching: Very Good; Good; Average; and Poor ratings against the Building for Life Criteria	Very Good	Good	Average	Poor	Comments
	n/a	n/a	n/a	n/a	No mechanism to currently fulfil this indicator due to availability of an accredited assessor

5.39 New Output Indicator H6 requires that each housing development consisting of at least 10 new dwellings that have been completed (including phases of larger developments) and are to be counted within the same monitoring year as net additional completions are to be included in the assessment. Under this criteria 8 developments are identified as qualifying for assessment under Indicator H6.

Analysis

5.40 CABE is currently undertaking a nationwide programme to train over 500 accredited assessors who are anticipated to have an urban design qualification or background (such as planning/development control officers, architects etc). This network is however in its infancy and there are currently only a limited number of accredited assessors nationwide and none identified as available to undertake the assessment for Penwith. CABE guidance Building for Life 2008 Edition states in the introduction that states that accredited assessors are required to assist local authorities in completing AMR's. In light of the current unavailability of an accredited assessor it is considered that this indicator cannot be supplied in this AMR.

6 ENVIRONMENTAL QUALITY

Part 1: FLOOD PROTECTION AND WATER QUALITY

Contextual Indicators

- 100,000 properties in the SW Region are currently at risk from serious flooding (100 year fluvial or 200 year tidal).
- Except for two months between 1st April 2004 and 31st March 2005, rainfall was below the long term average (1961-1990) for the region.
- Severe storms on 16th August 2005 brought three times the monthly average rainfall in one afternoon.
- By 2050 summers will become up to 3.5% warmer and 30% dryer and winters will be 2% milder and up to 15% wetter.
- By 2080 Summers could become warmer by 5.5% and dryer by 55%, while winters will be up to 3.5% milder and 30% wetter.
- It is predicted that as a result of global warming the sea level is expected to rise by between 90mm to 690mm by 2080.
- By 2050 extreme high sea levels are anticipated to be 20 times more frequent.
- Sea level measurements from Newlyn show that the sea has risen by 200mm since 1916.
- With the predicted rise in sea level, it has been estimated that damage caused by tidal flooding will increase by 6 times over the next 70 years.
- Wetter winters increase the risk of frequent flooding on fluvial flood plains. It has been estimated that winter peak river flows could increase by 20% by 2050.
- The number of people likely to be affected by flooding is likely to increase from 1.5 to 3.5 million in the Southwest.
- Environment Agency expenditure on flood risk management has been increased by £15 million for 2005-2006, reflecting the awareness of the agency to the increased threat of severe weather events.
- At present there are over 900km of flood defences in the Southwest and approximately 4,500 individual urban defence structures.
- The number of planning applications where the Environment Agency objected on flood risk grounds decreased from 1,354 in 2004 to 896 in 2005 (a decrease of 33.8%).
- Of the 896 applications objected to be the Environment Agency in 2004, 85 were approved by local planning authorities contrary to the agency's flood risk objection (9.4%).
- River length in Penwith District assessed as good biological quality: 77.58%
- River length in Penwith District assessed as good chemical quality: 100%

Sources: State of the South West's Environment 2006 (Environment Agency); UKCIP02 Scientific Report (Hulme et al, 2002); Warming to the Idea, SW Climate Change Impacts Scoping Report, SWCPP 2003.

Local Plan Objectives, Policies and Output Indicators

DEVELOPMENT AND FLOODING

OBJECTIVE 4
To ensure that development does not have an adverse effect on air, water and soil qualities;
OBJECTIVE 22
To create a 'user friendly' human environment in terms of safety, security, accessibility and amenity.

Saved Policies relating to flooding

- **Saved Policy GD-4:** Provision for the reduction of risk of flooding.
- **Saved Policy CS-4:** Development affecting flood plains, tidal and fluvial defences and the flow or storage of flood water.
- **Saved Policy CC-14:** Development and effects on shoreline and adjacent coastal waters.

Policy Monitoring

6.1 The Environment Agency has a three pronged strategy for dealing with the problem of flooding, that is: to provide efficient flood warning systems; to build and improve flood defences; and the prevention of new development on fluvial or tidal flood land. Local planning authorities are under increasing pressure to consider developments on land liable to flooding due to the location of land at risk which is often in town or village centres. This presents a challenge to both the local authority and the Environment Agency.

6.2 Planning Policy Statement 25 (PPS25) *Development and Flood Risk*, outlines Government policy to local planning authorities on how to address issues relating to development on sites susceptible to flooding. The statement requires developers to carry out a sequential test to categorise a proposed development site into one of three flood zones as defined by the Environment Agency. Local planning authorities are obliged to give priority to allocating and permitting applications to sites within the lower flood risk zones. There are three types of flood zone classified by the Environment Agency:

Zone 3; Significant Risk areas, where flooding has a 1 in 100 (1%) or greater chance of occurring on fluvial flood land, or 1 in 200 (0.5%) on coastal land in a year. Within this zone all planning applications (other than extensions) are subject to a FRA.

Zone 2; Low to Medium Risk, where flooding has between a 1 in 100 (1%) and 1 in 1,000 (0.1%) chance of occurring over a year. Developments over 1 hectare in size are required to undertake a Flood Risk Assessment within this flood zone.

Zone 1; Low, where flooding has less than a 1 in 1,000 chance of occurring over a year, i.e. all other areas outside of zones 3 and 2. Developments over 5 hectares are subject to Flood Risk Assessment.

6.3 Flood Risk Assessments (FRAs) are required for all developments in flood risk Zone 3 locations and for developments over 1 hectare in size for Zone 2. Flood Zone 3 is divided into three different categories based on location type to distinguish appropriate planning requirements:

- Developed Areas (Zone 3a)
  Suitable for residential, commercial and industrial development provided that appropriate minimum standards of flood defence can be maintained for the anticipated lifetime of the development. Suitable evacuation procedures are required.

- Undeveloped & Sparsely Developed Areas (Zone 3b)
  Generally unsuitable for residential, commercial and industrial development. General purpose housing should not normally be considered and should be limited to job related accommodation.

- Functional Flood Plains (Zone 3c)
  Development should be wholly exceptional and restricted to essential transport and infrastructure considerations.

6.4 Regional Planning Guidance 10 (RPG10 South West) expands on the national guidance in PPG25 concerning flood risk in a regional context through policy RE2:*Flood Risk*. Policy RE2 states that local authorities, the Environment Agency and developers should seek to:

- Direct new development away from river and coastal flood areas;
- Adopt the use of sustainable drainage systems for surface water drainage;
- Adopt a sequential approach to the allocation and development of sites, having regard to their flood risk potential.

6.5 Policy RE2 also recommends that Development Plans should:

- Identify areas at risk of flooding using the Environment Agency's Indicative Maps. Historical and modelled flood data should be used to indicate other areas potentially at risk of flooding in the future.
- Provide criteria for redevelopment proposals in flood risk areas, with the objective of minimising their cumulative impact on flood plains by protecting their ecological function and flood water storage systems.

6.6 Policy 3 in the Cornwall Structure Plan 2004, states:

Development must be compatible with the prudent use of natural and built resources and energy conservation. Development should:

- *avoid land at risk from flooding, following a sequential approach to site selection ensuring priority is always given to low risk areas;*
- Utilise sustainable drainage techniques dealing with surface water run-off as close to source as possible.

National Core Output Indicator

COI E1: Permissions granted Contrary to EA Advice

E1: Number of planning permissions granted contrary to the advice of the Environment Agency on flooding grounds in 2007/2008	4
and water quality grounds	0

Analysis

6.7 Of a total of 10 planning applications objected to by the Environment Agency on flood risk grounds, a total of 4 were approved by the local authority. 2 were withdrawn by the applicant, 2 were deferred, 1 not determined and 1 was refused by the Council in line with the advice of the Environment Agency. Only 1 planning application was objected to by the Environment Agency on water quality grounds which had not been determined during the monitoring period.

6.8 Planning Policy Statement 25 *Development and Flood Risk*: requires Councils to provide a detailed and robust evidence base for requesting site specific Flood Risk Assessments. A draft Strategic Flood Risk Assessment (SFRA) has been undertaken by the authority during the monitoring period 2006-2007 to provide an evidence base to inform and guide the preparation of Local Development Framework (LDF) documentation in terms of the implications of Flood Risk for land use planning.

6.9 This Strategic Flood Risk Assessment will be part of the evidence base for the Penwith District Council Local Development Framework process, providing an overview of the nature and extent of flood risk in the area administered by Penwith District Council and aims to inform and provide general guidance on matters relating to flood risk within the district to development control, developers and the general public.

Part 2: BIODIVERSITY

Contextual Indicators

- Size of Penwith district area: $304km^2$ (30356ha)
- West Penwith is one of the seven National Character Areas identified in Cornwall
- West Penwith is a designated Environmentally Sensitive Area (ESA), covering 9,527ha (37%) of the character area. The ESA is an agri-environmental scheme area first implemented by the Ministry of Agriculture, Fisheries and Food as a means to conserve the landscape by promoting and rewarding environmentally friendly farming practices with incentives.
- Over 44% of the District is included within the designated Area of Outstanding Natural Beauty (AONB). This is a statutory designation of national importance to protect the natural beauty of the landscape
- Over half of the district's coastline (85km) is within the national designation of Heritage Coast (54km) . Heritage Coast is applied to areas of coast considered attractive and undeveloped and is designed to protect their natural beauty
- Of the 26 Areas of Great Landscape Value (AGLVs) designated at County level, three are included within the district (St Buryan, St Ives, Upton Towans)
- There are 19 sites designated as Sites of Special Scientific Interest (SSSI) in the district. SSSIs are designated by English Nature for their national value in terms of flora, fauna and geology
- SSSI land area in district: 1,636.97ha (5.4% of District)
- SSSI area considered to be in a favourable /unfavourable recovering condition: 99.3%
- There are three SSSI sites which have International protection status, two Special Areas of Conservation (SACs) at Lower Bostraze and Leswidden and one Special Protection Area (SPA) at Marazion Marsh
- There are 15 County Geological Sites in the districts designated for their geodiverse significance
- There are two Areas of Great Scientific Value in the district. This is a Countywide designation protecting areas wider in diversity rather than specific sites.
- There are 32 County Wildlife Sites (divided into 65 sub-sites) in Penwith comprising of approximately 4,342ha or 14.3% of the district area. The Cornwall Wildlife Trust designate these areas as sites considered as important semi-natural habitats supporting wildlife.
- There are seven areas designated as Ancient Woodland by English Nature in the district; at Trevaylor, Rosehill, Tolver and Gurlyn comprising of approximately 15.1ha.
- There are currently five Local Nature Reserves (LNRs) in Penwith covering an area of 207ha (Gwithian Green, Steeple Woodlands, St Gothian's Sands ,Gwithian Towans and Upton Towans). These sites are designated under the National Parks and Access to the Countryside Act 1949, for their nature conservation value.

Source: Natural England, Cornwall Wildlife Trust and Cornwall County Council.

Local Plan Objectives, Policies and Output Indicators

SAFEGUARDING HABITATS AND SPECIES

OBJECTIVE 1
To ensure that development does not have an adverse effect on landscape, nature conservation, historic, archaeological and geological values
OBJECTIVE 15
To provide a framework that supports initiatives for the management and enhancement of the countryside in terms of its landscape, nature conservation, historic, archaeological and geological values

Saved Key Policy CC-1: Safeguarding the landscape character, amenity, nature conservation, archaeological, historic or geological values of the district.

Saved Policies relating to safeguarding species and habitat

- **Saved Policy CC-6:** Special Areas of Conservation.
- **Saved Policy CC-7:** Sites of Special Scientific Interest
- **Saved Policy CC-8:** Areas of Great Scientific Interest, County Wildlife Sites, County Geological Sites, Ancient Woodlands, and Local Nature Reserves.
- **Saved Policy CC-9:** Protected species and habitats.
- **Saved Policy CC-10:** Landscape features, habitats of major importance for wild flora and fauna.
- **Saved Policy CC-12:** Protection of trees, woodland, hedgerows and Cornish hedges.

Saved Policies relating to management and maintenance of habitats

- **Saved Policy CC-2:** Maintenance of landscape character and nature conservation.
- **Saved Policy CC-11:** Creation and management of landscape features and major habitats for wild flora and fauna through management agreements and Local Nature Reserves.

Policy Monitoring

6.10 Biodiversity policy framework is set out in the *England Biodiversity Strategy 2002,* which fed into Planning Policy Statement 9: *Biodiversity and Geological Conservation* (2005). Several categories of biodiversity mentioned in PPS 9 are not specifically covered by policies in the Local Plan such as: enhancement; Biodiversity Action Plan (BAP) priority habitats and species; alternative sites; veteran trees; and the incorporation of minimum biodiversity standards into design of development. There is currently no monitoring process in place to gauge the effectiveness of Local Plan policies in addressing issues of biodiversity,

6.11 Local Authorities have the opportunity to include specific strategies and policies in the LDF relating to the impact of development on identified areas of biodiversity value. The draft good practice guide to PPS9 chapter IV Para 33 notes the obligation of LPAs to obtain biodiversity information prior to processing applications. As a part of the LDF, Local Authorities could incorporate into the planning application template a new 'local requirement' for applicants to identify the impact of their proposal on biodiversity. The oneness will be on the applicant to contact ERCCIS for an initial biodiversity impact assessment for each proposed development.

6.12 The Biodiversity Action Plan (BAP) recognises that lowland heathland is the key priority habitat resource in Penwith. Currently the total UK resource of lowland heathland is c.58,000ha, 20% of the total worlds resource. The South West region has approximately 14,500 ha (25% of the UK resource) and Cornwall in particular has 6,750ha (11%). In Penwith the West Penwith Moors comprise of some 1,700ha (25% of Cornwall's contribution). Regional habitat targets were set in 1997 by SWBAP which sought to re-establish 2,000ha in the south west by 2005 and 3,500ha (or an additional 1,500ha) by 2010. The latter target was later revised in RPG10 to 1,800 by 2010. The BAP habitat targets for Penwith include two categories of priority for the priority habitats which are broken down into three Specific Targets:

- Local Priority: Lowland dry acid grassland:
  Specific Target: increase by 2ha by 2010;

- National Priority: Lowland Heathland:
  Specific Target: maintain 620ha by 2005.
  Specific Target: increase by 140ha by 2010;

6.13 The SW Regional Biodiversity Partnership have produced a Nature Map for the region, highlighting areas where habitat networks could be established to ensure the conservation of the wildlife within them. These areas are termed Strategic Nature Areas (SNAs), which will incorporate a mosaic of different priority habitats, linked and buffered by the wider SNA alongside other co-existing land use such as agriculture and recreation. The primary use of the Nature Map and SNAs in particular include;

- the identification of major concentrations of BAP priority habitats and species;
- assist the new Environmental Stewardship Scheme in targeting biodiversity objectives;
- to help mitigate for the effects of climate change adaptation for species and their habitats;
- inform LDFs on biodiversity friendly options for sustainable development;

6.14 The overall objective of Nature Map is to reform the strategic approach to nature conservation by shifting the emphasis from a site specific to a wider landscape approach. Planning policy is to create a strategic approach in LDFs in order to sustain SNAs by: the provision of linkages or green corridors between priority habitats; create buffers zones around them to allow for climate change adaptation; and the recreation of wildlife habitats by mitigating against potential biodiverity loss from development.

National Core Output Indicator

COI E2: Changes in areas of biodiversity importance

Indicator	Performance 2006-2007	Comments
E2: Losses and additions to biodiversity habitat	None Recorded	No changes to areas of SSSIs, LNRs, CWS sites, CGS sites and ancient woodlands detected during the monitoring period

Source: Natural England Annual Report 2005 – 2006, CWT datasets.

Local Output Indicator

Indicator	Performance 2005-2006
% of SSSIs (nationally important wildlife sites) within the local authority area in a favourable or unfavourable but recovering condition.	99.3% No change detected from last year

Source: English Nature County Level Reports – Condition of SSSI Units

Analysis

6.15 Countryside Quality Counts (CQC) overall assessment for Penwith graded the district's countryside as; *'limited or small changes consistent with character'.* The agricultural coverage of the district remains constant, with minimal development pressure in fringe locations, such as the erection of packing sheds in southern West Penwith ESA. The largest indicator of change in the Penwith landscape is the intensification of market gardening and the removal of field boundaries. Small scale field patterns are a unique characteristic of the local landscape, of both landscape and nature conservation value. The small arable and grassland fields bounded by traditional Cornish hedges, creates an important habitat feature for priority species such as the Cornish Chough.

6.16 Monitoring on BAP priority habitats is based upon information provided by Natural England (Annual Report 2007 - 2008). The monitoring of priority species is problematical in spatial planning terms. The data requirement for this part of the NCOI will be rely on information supplied by ERCCIS subject to a future SLA.

6.17 Under a Public Service Agreement (PSA), DEFRA has a target to have 95% of all nationally important wildlife sites (SSSIs) to be graded favourable or recovering by 2010. There are currently 19 SSSI in the authority area designated for their wildlife importance. Currently 99.3% of SSSIs (nationally important wildlife sites) within the local authority area are in a favourable or unfavourable but recovering condition. This already far exceeds the DEFRA PSA Target 6 aim of achieving 95% nationally by 2010.

6.18 0.7% of SSSIs are however in a condition requiring improvement. Two sites are identified as requiring closer monitoring with a possible view to future intervention in the form of a more proactive management plan. These include Chyenhal Moor (Dwarf Shrub Lowland Heath); and Lower Bostraze and Leswidden SSSI/SAC. designated for the protection of an important population of Western Rustwort (Marsupella Profunda).

Part 3: RENEWABLE ENERGY

Contextual Indicators

- Climate change scenarios predict that as the earth warms summers will become dryer and winters will be wetter, with heavy rainfall being common by 2050.
- CO^2 levels have increased by more than 30% since pre industrial times.
- CO^2 level is currently increasing by 0.4% per year.
- The global temperature has increased by 0.6^{0}C since 1900, 0.4^{0}C since 1970.
- Current projections for the next 100 years estimate that global temperatures will increase from between 1.4^{o}C – 5.8^{o}C.
- Current projections for the next 100 years estimate that European temperatures will increase from between 2^{o}C – 6.3^{o}C.
- During the 20th Century European temperatures have increased by 0.95^{o}C.
- During the 20th Century average annual temperatures in the region have increased by about 0.8^{o}C - 0.9^{o}C.
- Meteorological Office records (dating back to 1855) show in general terms that the 1990s was the warmest decade, followed by the 1980s and then the 1970s
- As a signatory to the Kyoto Agreement 1997, the UK is committed to reducing green house gas emission to an average of 5.2% below 1990 levels by 2012
- The Energy White Paper sets out the Government's commitment to sourcing 10% of Britain's electricity supply from Renewable Energy technology by 2010. This policy was further supported with the aspiration of doubling the target figure to 20% by 2020.
- The South West Region has the third lowest emission per capita of all the regions in England.
- In the South West Region, Cornwall is responsible for the lowest carbon emission rate at 10%. Devon is the highest at 20%.
- 7,099 out of 24,436 households in Penwith (29.1%) are at risk from fuel poverty.
- In 2002 57.4% of homes in Penwith were without mains gas
- 6,937 out of 28,080 homes in Penwith (25%) were recorded in 2001 census as being without central heating
- Average annual consumption of gas: 1,5611kWh in Penwith District
- Average annual consumption of electricity: 5,406kWh in Penwith District

Sources: State of the South West's Environment 2006 (Environment Agency); UKCIP02 Scientific Report (Hulme et al, 2002); Action Plan Strategy, July 2004 (Cornwall Sustainable Energy Partnership); SW Climate Change Impacts Scoping Report, SWCPP 2003, Survey of renewable electricity and heat; Bristol University/CSE fuel poverty indicator derived from 1991 census and 1996 English House Condition Survey.

Local Plan Objectives, Policies and Output Indicators

RENEWABLE ENERGY

Objective 6
To promote energy efficiency:

Saved Policies relating to renewable energy

Saved Policy GD-2: Development layout and use of passive solar gain and energy efficient building types.

Saved Policy CS-9: Renewable energy schemes .

Saved Policy CS-10: Individual or groups of wind turbines and wind farms.

Policy Monitoring

6.19 Global climate change is a recognised phenomenon of international significance. Increased levels of carbon emission from the consumption of fossil fuels is a major contributor to the affect of global warming and its consequential affect upon sea level rise and more frequent extreme weather events. Mitigation against climate change is therefore crucial to achieving sustainable development, and in this regard should be considered a material planning consideration. Reduction in carbon emission can be achieved through the combination of a number of strategies aimed at reducing the need for energy, the efficient use of energy and increasing the proportion of electricity generated from renewable energy sources. Following the framework set out in National Planning Policy and the Regional Spatial Strategy, delivery of these strategies can be achieved through planning at a local level by: reducing the use of the private car by locating development around existing infrastructure and public transport networks; implementing minimum energy efficiency standards in new developments; and the promotion of renewable energy development with a % requirement of on site renewable sourced generation for new residential and commercial developments.

6.20 In January 2000 the Government announced the intention to set the target that 10% of all UK electricity will be supplied from renewable sources by 2010. The Secretary of State further proposed that a renewable obligation placed on all electrical suppliers would help achieve this percentage subject to the costs being acceptable to the consumer. This announcement followed the EC RES-E Directive which advocated the promotion of renewable energy sources in the internal electricity markets of member states. In April 2002 the Renewables Obligation (RO) was incorporated into the Utilities Act (2000) which required electrical suppliers to supply an increasing proportion of their electricity from renewable sources year on year. The scope of the RO extends to 2027.

6.21 In 2003 the Government published the Energy White Paper: *Our Energy Future – creating a low carbon economy,* with the overall aim of cutting carbon emission by 60% by 2050 and for sourcing 10% of the UK's electrical generation from renewable technologies by 2010, rising to 20% by 2020. The paper predicted that in order to meet the target of reducing carbon emission by 2050, 30% - 40% of the UK electricity supply would need to be sourced from renewables. Current estimates of renewable sourced national production is estimated at around 3.58% in 2004.

6.22 Planning Policy Statement 22: *Renewable Energy* (2004), sets out national policy context, objectives and actions to encourage the appropriate development of further renewable schemes to help meet the targets proposed in the White Paper. *Planning for Renewable Energy, A Companion Guide to PPS22* (2004), offers practical advice on how these policies can be implemented in regard to both policy context for the emerging LDFs (Forward Planning) and delivery through the planning application process (Development Control). Regional planning bodies and local authorities must take into account the policies set out in PPS22 when preparing Regional Spatial Strategies and Local Development Frameworks. PPS22 only refers to onshore renewable energy technologies.

6.23 PPS22 sets out Government policy for creating a more 'positive planning' approach to facilitating renewable energy development. This policy can be delivered through the implementation of eight key objectives to be carried forward into the RSS and the LDF processes:

- Accommodation of renewable energy developments in locations viable to technology type where all of the environmental, economic and social impacts can be addressed;
- Policies to promote the full range of renewable energy types and their particular locational requirements;
- LPAs to set out criteria by which all renewable applications are to be assessed, justifying constraints by area or against particular renewable energy type;
- The wider environmental and economic benefits of proposals must be given 'significant weight' in determining decisions;
- The locations of particular renewable types should not be restricted with current understanding of economic feasibility i.e. technological improvements may later include other suitable sites;
- Proposals should not be refused on grounds of output level;
- LPAs, regional stakeholders, local strategic partnerships and developers should promote knowledge of renewable energy technologies to the public, fostering community involvement in the pre-application stages of proposed renewable energy projects that are appropriately located.
- Clear demonstration of the appropriateness of renewable energy proposals in terms of the environmental, economic and social benefits and that any impact is minimised through scale, design, landscaping, layout and colour schemes.

6.24 PPS22 stipulates that RSS frameworks should contain three elements in guiding policy for renewable energy development to feed into and inform local authorities in preparing the LDF including; targets, criteria based policies and locational considerations. LPAs are likely to develop two different policy areas in the LDF relating to both standalone renewable schemes and small scale micro generation projects associated with development. These policies are to be focused on key local issues relating directly to the criteria based policies set out in the RSS. In Penwith for instance a major local issue is the delivery of small scale renewable technologies to areas not connected to the gas main. CSEP *Action Plan Strategy* 2004, specifically identifies non gas areas as priority zones for seeking renewable alternatives to heating sourced from electricity solid fuel (gas and oil) and coal. In 2002, 57.4% of homes in Penwith were without mains gas.

6.25 In the SW Region; Regional Planning Guidance (RPG) 10 outlines the need to source a minimum level of between 11-15% of the region's electricity supply from renewable energy to meet the Government's strategy. The draft Regional Spatial Strategy (RSS) revises the aims of RPG10 to include an onshore renewable energy installation target of between 93 to 108 MW to be achieved by 2010. In addition to this, the RSS also commits to a renewable thermal target of 503 MW of installation by 2020. In line with PPS22, the draft RSS also requires LPAs to require all new residential and commercial developments to provide a minimum 10% on site renewable energy supply. Currently 3% of the region's electricity is generated from renewable resources with some 151 renewable projects linked to the grid. This amounts to a total installed capacity of 122.6 MW, enough to power 107,398 households..

6.26 Cornwall produces 49.94 MW of electricity from renewable technologies (March 2006), accounting for 3% of the national renewable output and 40.7% of the region's. This is enough to supply 40,060 dwellings in the County (1MW can supply 657 dwellings). The Cornwall Sustainable Energy Partnership (CSEP) set a target of doubling the current renewable generating capacity to 93MW by 2010. This creates a need to find an extra 43.06 MW of capacity over the next five years. The *RE vision 2010* project identifies that this need could be met by the installation of at least 5 new wind farms consisting of between 12 to 20 x 2MW turbines or 24 to 40 x 1 MW turbines.

6.27 Information available is limited and is sourced from renewable energy installations requiring planning permission and information provided directly from the Cornwall Sustainable Energy Partnership (CSEP). The indicator included into this report is based on the renewable energy planning application record and so should not be considered as comprehensive. This represents all wind energy installations but only partially counts photovoltaic and passive solar types. Other forms of renewable energy types such as geothermal ground floor installations do not require planning permission and therefore are difficult to monitor at present. For those renewable energy installations which do not require planning permission, information will be sought annually from CSEP who collate data direct from the relevant supplier/installer companies The Government also recognises the need for a more efficient form of fossil fuel electricity generation i.e. Combined Heat and Power (CHP). A process which is up to 90% more efficient then conventional fossil based generation systems. The Government set a target for 10GW of the national supply to be generated from CHP by 2010.

National Core Output Indicator

6.28 Output indicator E3 requires LPAs to show the amount of renewable energy generation installed by type. This installed capacity is to be reported for (a) renewable energy developments/installations granted planning permission and (b) completed renewable energy developments/installations. Installed capacity is defined as the amount of generation the renewable energy development / installation is capable of producing in megawatts. Only onshore installations are to be reported.

COI E3: Renewable Energy Installation

E3 Amount of renewable energy generation by installed capacity and type (MW):	***No. Installations 2007/2008***	***KW Output***	***MW Output***
Onshore wind	7	17	0.017
Photo Voltaic Solar panels	16	41.9	0.0419
Solar Water Heaters	10	10	0.010
Hydro-electric	-	-	-
Geothermal Installations	6	6.6	0.0066
Biomass	-	-	-
Total	46	75.5	0.0755

Note: Where outputs are unspecified the following estimates are used to calculate output by type: Wind turbine output calculated at average of 5kw capacity per installation; Photovoltaic and Solar heating energy is estimated at 1.5KW and 1KW capacity per installation respectively; Geothermal residential output averaged at 2.5KW capacity. These figures are based on planning application evidence and information supplied by CSEP.

Local Output Indicator

Renewable Energy Installations by Type: Cumulative Performance

9. Renewable energy capacity installed by type (MW):	***No. Installations***	***KW Output***	***MW Output***
Onshore wind	20	107	0.107
Photo Voltaic Solar panels	34	103.06	0.10306
Solar Water Heaters	27	38.5	0.0385
Hydro-electric	-	-	-
Geothermal Installations	45	263.6	0.26366
Biomass	-	-	-
Combined Heat & Power	1	335	0.335
Total	88	847.16	0.84716

Note: Where outputs are unspecified the following estimates are used to calculate output by type: Wind turbine output calculated at average of 5kw capacity per installation; Photovoltaic and Solar heating energy is estimated at 1.5KW and 1KW capacity per installation respectively; Geothermal residential output averaged at 2.5KW capacity. These figures are based on planning application evidence and information supplied by CSEP.

Local Output Indicator

Progress to Renewable Energy Target

Indicator	Performance 2007-2008	Target 2007-2008
To increase the annual increment of the cumulative % of all renewable installation capacity in the district by 5%	75.5 KW Cumulative total of 847.16KW	Increase by 5% or 38.563kw on previous years cumulative total. Achieved 75.5 kw or 9.78% increase in output capacity.

Note: The indicator and target relates to achieving a 5% annual increase in the cumulative total of the district's renewable energy output.

Analysis

6.29 As a part of delivering outcomes for Sustainable Development, the consultation paper *Planning Delivery Grant 2007-08, Proposed Allocations Criteria, requires* AMRs to report on the provision of renewable energy within the local authority area describing performance against a specific target (local or national) relating to the proportion of energy used in new development which comes from on site renewables. Current monitoring of renewable energy is by planning application and data provided by CSEP. This information records both new development and retrospective renewable installations as a cumulative total. This indicator is offered as a suitable proxy for the PDG attribute in this year's Self Assessment Statement.

6.30 There is no national, regional or local target for on site microgeneration provision. The Climate Change and Sustainable Energy Act 2006 proposes that during the period 1st November 2008 - 31st March 2009, the Secretary of State is to designate one or more national microgeneration targets, if this is considered appropriate. Under the requirements of the Act, a Microgeneration Strategy is currently being undertaken to closely monitor the renewable market with a view of assessing trends to determine the suitability of a target by November 2008.

6.31 The total renewable energy generation in Penwith currently stands at just over three quarters of a MW at 847.16KW (0.84716MW). This is enough to supply 556 households (1MW can supply the requirements of 657 households). An increase of supply to accommodate the needs of 50 dwellings up from last year. The Council has adopted a target of increasing the cumulative total of renewable energy installation by 5% each year This means that for the end of the next monitoring year the target is set to achieve a 5% increase on the current capacity. This amounts to an increase in current renewable output by 38.563KW. This target has been exceeded during the monitoring period 2007-2008 with a detected increase from 771.66KW in March 2007 to 847.16KW in March 2008, equivalent to a 9.78% increase in renewable capacity. This success can be attributed to a rapid increase in the number of applications relating to microgeneration schemes and the effects of the reforms to Building Control Regulation Part L, which came into effect in April 2006.

PART 4: OPEN AREAS

Local Plan Objectives, policies and Output Indicators

PROVISION AND SAFEGUARDING OF OPEN AREAS

OBJECTIVE 2

To preserve and enhance the character and appearance of the built environment.

OBJECTIVE 21

To meet the needs of residents and visitors in terms of services, recreational and community facilities.

OBJECTIVE 22

To create a 'user friendly' human environment in terms of safety, security, accessibility and amenity.

Saved Local Plan policies relating to provision of community and recreational facilities

Saved Policy Policy R-1: Provision of recreational and sports facilities in accessible locations.

Saved Policy CS-1: Provision of community services and facilities in accessible locations.

Saved Local Plan policies protecting open areas

Saved Policy TV-2: Protecting the environmental value of specific open areas or on the edge of towns and villages.

Saved Policy TV-3: Protecting other open areas in towns and villages.

Saved Policy R-3: Protection of open areas in recreational use.

Policy Monitoring

6.32 Planning Policy Guidance 17: *Planning for Open Space, Sport and Recreation,* requires local authorities to undertake an audit of recreational facilities and open spaces, assessing quantity and quality of existing sites and identifying standards of provision. RPG10 Policy EN4: *Quality in the Built Environment*, recommends that improvements to the urban environment should maximise the positive contribution of open spaces.

6.33 Open areas are important to urban development in two ways. Within settlements, open areas make a valuable contribution to open aspects in otherwise built surroundings. The value of such areas is to provide variety in the townscape, contributing significantly to the visual and environmental quality of a locality, frequently supplying important habitats for wildlife. Open areas on the edge of towns and villages contribute to the form, character and identity of settlements.

6.34 The Government has set a target for open spaces in that every local authority is to achieve at least one Green Flag Award for a site by 2008. During the monitoring period of this report two sites in the district were awarded Green Flag status. An Open Spaces audit was undertaken in the Summer of 2006 to fulfil the requirements of PPG17.

6.35 English Nature (now Natural England) further proposes that the following five indicators and targets should be applied in monitoring Sustainability Objective 5, Human Health, in regards to standards for accessible natural greenspace:

- That no person should live more than 300m from the nearest area of natural greenspace of at least 2 ha in size;
- Provision of at least 1 ha of Local Nature Reserve per 1,000 population;
- That there should be at least one accessible 20 ha site within 2km from home;
- That there should be one accessible 100 ha site within 5km;
- That there should be one accessible 500 ha site within 10km.

Local Output Indicators

Local Output Indicator	***Performance 2007/2008***	***Comments***
NCOI4(c) Amount of eligible open spaces managed to Green Flag Award standard:	2 sites equating to 19.06ha	National target of 1 Green Flag site per district by 2008
Provision of at least 1 ha of Local Nature Reserve per 1,000 head of population.	1ha per 308 head of population	Population 63,800 (2001) divided by LNR provision of 207ha

Source: Desk top survey

Analysis

6.36 The above indicator shows that the current provision of Local Nature Reserves in the district meets the requirements of the proposed Natural England target of providing 1 ha of Local Nature Reserve per 1,000 population, that is we are currently achieving 1 ha per 308 heads of population.

PART 5: SUSTAINABLE TRANSPORT

Contextual indicators

- Population density of district: 210 per km^2
- population living in urban settlements: 34%
- Population living in town fringe settlements: 33%
- Population living in villages, hamlets or isolated settlements: 34%
- Resident population who travel to work by private motor vehicle: 60.2%
- Resident population who travel to work by public transport: 4.8%
- Resident population who travel to work on foot or cycle: 18.7%
- Resident population who travel to work by train: 0.8%
- Resident population who travel to work by bus or coach: 4.1%
- Resident population who travel to work by taxi: 0.5%
- Resident population who travel to work by car: 58.2%
- Resident population who travel to work by motorcycle: 1.5%
- Resident population who travel to work by bicycle: 1.9%
- Resident population who travel to work by foot: 16.8%
- Resident population who work mainly from or at home: 15.2%
- Resident population travelling less than 2km to work: 27.8%
- Resident population travelling between 2 and 5km: 13.1%
- Resident population travelling between 5 and 10km: 12.9%
- Resident population travelling between 10 and 20km: 12.1%
- Resident population travelling between 20 and 30km: 4.9%
- Resident population travelling between 30 and 40km: 2.7%
- Resident population travelling between 40 and 60km: 1.1%
- Resident population travelling over 60km: 3.1%
- Households without a car or van: 27.1%
- Resident population living within 1 mile of a public library: 48.6%
- Resident population that are within 20 minutes travel time of a range of sports facility types, at least one of which has attained a quality mark (walking: urban and driving: rural): 30.7%

Sources: 2001 Census; Neighbourhood Statistics (2005)

Local Plan Objectives, Policies and Output Indicators

TRANSPORT AND ACCESS TO FACILITIES

OBJECTIVE 7
To pursue a distribution and pattern of development which:-
reduces the need to travel,
allows the use of alternative means of transport to the private car; and
is well related to existing transport networks;
OBJECTIVE 9
To ensure that development will be located where it can be accommodated by existing or proposed infrastructure networks, community services and facilities
OBJECTIVE 10
To encourage the provision of improved facilities for public transport users, cyclists and pedestrians.

Saved Plan Strategy Policy ST-1: Focus of development in main town centres and in the case of serviced industrial land, St Erth station area.

Saved Key Policy TP-1: Support for transportation proposals which facilitate alternatives to road use or have public safety or environmental benefits.

<u>Policies relating to location of development and alternative means of transport to the private car</u>

- **Saved Policy TV-16:** Major retail, office, leisure and community developments in town centre , edge-of-centre and out-of-centre sites.
- **Saved Policy TV-17:** Major retail, office, leisure and community developments in edge-of centre and out-of-centre sites.
- **Saved Policy TP-2:** Public transport facilities.
- **Saved Policy TP-3:** Use of operational railway land.
- **Saved Policy TP-4:** Port and harbour facilities.
- **Saved Policy TP-5:** Existing and potential cycle routes and parking facilities.
- **Saved Policy TP-6:** Pedestrian routes within towns and villages.
- **Saved Policy TP-7:** Rights of Way.

Policy Monitoring

6.37 Sustainability is important in considering transportation issues, especially in relation to road transport and the use of the private car. There is a clear need for policies which encourage the reduction of car use in favour of alternative means of transportation. The key objective of planning policies is to ensure that the location of development maximises the use of existing and proposed infrastructure networks and accessibility to community facilities and public services.

6.38 Planning Policy Guidance 13 *Transport,* recognises that effective transport systems are an essential requirement of meeting the Government's aim of achieving Sustainable Development. The PPG addresses a wide range of issues including: the relationship between land use and transport; the location of development and accessibility to services; and the provision of a transport infrastructure.

6.39 Regional Planning Guidance 10 recognises that good communication is vital to the economic health of the South West, while emphasising the need to reduce road use and its consequential effects on the environment. This is addressed by locating development in such a way as to reduce the need to travel and to offer a choice of alternative means of transport. The County Structure Plan particularly identifies the need to increase the use of public transport as an alternative to car use.

6.40 Cornwall County Council published its first Local Transport Plan (LTP) in 2000, outlining objectives and strategies for all modes of transport in the area to 2010. The second Local Transport Plan (LTP2) covering the period 2006 - 2011 was submitted in July 2005. The Government identified four priority areas for local authorities to address in the LTP: improved access to services and facilities; local safety; reduction of congestion; reduction of air pollution. The key priority addressed in Transport Aim 1 of LTP2 is to:

> *improve access to work, healthcare, education and food shops to meet local needs by providing travel choice and reducing the need to travel, thereby supporting individual well being.*

6.41 These two principle objectives: providing travel choice by improving public transport; and reducing the need to travel by locating development in areas with existing infrastructure, can be taken forward by the objectives and policies of the Local Plan .

6.42 The transport infrastructure of Penwith is primarily structured around the A30 corridor and the main line railway which both enter the district via Hayle and terminate at Penzance. The main line railway serves stations at Penzance, Hayle and St Erth. A branch line runs from St Erth to serve Lelant Saltings park and ride, Lelant, Carbis Bay and the tourist resort of St Ives. Bus services are concentrated between the major towns of Penzance, Hayle and St Ives and serve the corridors between Penzance and St Just and Penzance to Helston and Falmouth. Penwith has a greater proportion of it's population served by bus services then any other district in Cornwall.

6.43 The 1997 Cornwall Structure Plan proposed to establish and progressively improve a Strategic Public Transport Route Network (SPTN) linking the larger rural communities with a minimum range of facilities (primary school, post office etc.) to larger neighbouring towns with a wider range of facilities (secondary school, retail, employment and leisure provision). Policy 27 of the Cornwall Structure Plan 2004 aims to maintain and enhance the SPTN. The Public Transport Route Network is intended to serve 90% of Cornwall's population and offers a minimum frequency standard of five return journeys daily to coincide with peak to and from work, shopping and school journeys. In Penwith eight bus routes are recognised in the SPTN comprising:

- Penzance – Hayle – Camborne
- Penzance – Marazion – Leedstown – Camborne

- Penzance – Porthleven – Helston
- Penzance – St Buryan – Sennen – Lands End
- Penzance – Newlyn – Mousehole
- Penzance – Newbridge – Madron – Pendeen – St Just
- Penzance – Lelant – St Ives
- Penzance – Nancledra – Halsetown – St Ives

National Core Output Indicators

Indicator	*% Performance 2007/2008*
NCOI 3b Amount of new residential development within 30 minutes public transport time of:	
a GP	98.87
a hospital;	97.08
a primary school;	99.1
a secondary school;	96.63
areas of employment;	93.72
and a major retail centre(s)	97.3

Note: Area of employment is defined as nearest employer of 300+ employees and major retail centre as a location with a supermarket to comply with data accessible through County Council Accession Software. An allowance of 0.8km walking distance to bus stop is considered in the calculations.

Analysis

6.44 Policies in the Local Plan are aimed at directing development in such a way as to reduce reliance on car use and its consequential effects on the environment in terms of energy consumption, pollution and congestion, and to provide for greater and more efficient use of public transport. Currently, the effectiveness of these policies can be assessed through monitoring the location of new housing in relation to the SPTNs in the district.

6.45 The figures collected for NCOI 3b are based upon data provided by Accession. This is a GIS package provided by County which allows for assessments to be made for accessibility planning relating to population and the location of key facilities. The package relates public transport information in terms of bus and train timetables and routes with census output area censoids which consist of approximately 125 households (Super Output Areas).

6.46 For the purposes of monitoring NCOI 3b the information provided by Accession has been partially reassessed to present consistent criteria for each of the indictors required. For example all of the indicators of NCOI 3b have been given a standard 0.8km walking allowance for all indicators. The information above shows that the output areas which lie consistently outside of the 30 minute public transport time for key services are situated in the district wards of St Buryan (served by the Penzance to Lands End SPTN) and Gwinear-Gwithian and Hayle East (served by the Penzance to Camborne SPTNs).

ACTION PLAN SUMMARY

Business Developments

- To continue to develop current monitoring of industrial premises on serviced/estates which now includes all Use Class B1, B2 and B8 businesses in the district as required by NCOI 1a.
- To investigate the feasibility of monitoring the trends in holiday accommodation provision in terms of gains and losses against residential development (proposed Local Output Indicator).
- To investigate the feasibility of acquiring data for UCO D2 floorspace.

Housing

- To continue to monitor the effectiveness of implementation of policies relating to affordable provision;
- To query with CLG the implementation of a new 'gap year' now included in the new 15 year housing trajectory which affects the rolling 5 year supply of sites as required of PPS3;
- To pursue the availability of an accredited assessor to comply with indicator H6: Building for Life Assessment

Biodiversity

- To enter into a Service Level Agreement (SLA) with the Environmental Records Centre of Cornwall and the Isles of Scilly (ERCCIS) to relate data to biodiversity monitoring.

Renewable Energy

- To extend renewable energy supply for the district to include data direct from relevant suppliers and installers.
- To achieve the 5% annual increase in the cumulative total of the district's renewable energy output.

General

- To continue to develop local indicators relevant to the Quality of Life indicators in the Community Plan and specific local issues related to spatial land use planning.

APPENDIX
SA SIGNIFICANT EFFECTS MONITORING

The Penwith SA Framework is outlined below summarising objectives, identified significant effects indicators and annual performance.

SA Objectives	*Significant Effects Indicators*	*Performance 2006/2007*
1. Employment opportunities Provide employment opportunities for all	(i) % of people of working age who are in work	67.7% (2004)
	(ii) Average earnings for full-time employees	£25,599 (2007)
2. Local economy Support a balanced local economy that meets the needs of the area	(i) % change in the total number of VAT registered businesses in the area	+6.95% (20067 2380 to 2550
	(ii) GVA per head of population	£10,002 (2004)
	(iii) % of developed serviced/estate type industrial premises occupied m^2	94.26% (2007-2008) Up 14.26%
3. Housing Provide a range of high quality, energy efficient housing of a type and cost to the community's needs	(i) Affordable housing (house price/earnings affordability ratio)	12.81:1 (2006)
	(ii) Average house price in area	£238,591 (2008)
	(iii) Housing completion figures	446 (2007-2008)
	(iv) Affordable housing figures	129 (2007-2008)
	(v) Number of unfit homes per 1000 dwellings	72 (2001)
	(vi) % of households at risk from 'fuel poverty'	28.5% (2001)
	(vii) Number of vacant private dwellings returned into occupation as a result of council action (BV64)	155 (2004-05)
4. Poverty and social exclusion Reduce poverty and social exclusion and help everyone afford a comfortable standard of living	(i) % of population who live in wards that rank within the most deprived national quartile (25%)	43.3 (2004)
	(ii) % of overcrowded households	6.6% (2001)
5. Human health Protect and promote human health and well-being through healthy lifestyles (including walking and cycling) and health care provision	(i) % of households defined as within 2km of a GP	54% (2001)
	(ii) Provision of at least 1 ha of Local Nature Reserve per 1,000 head of population.	1ha per 308 head of population (2008) (63,800/207ha)

6. Crime and the fear of crime Promote safer and stronger communities through measures to reduce crime and a fear of crime and enhance community cohesian	(i) All recorded crime in Penwith	3,683 (2008) -9.85%
	(ii) Number of domestic burglaries per 1,000 households (BV126)	7.91 (2004-05)
	(iii) Number of violent offences committed by a stranger per 1,000 head of population (BV127a)	5.04 (2004-05)
	(iv) Number of vehicle crimes reported per 1,000 households	9.23 (2004-05)
7. Access to culture, leisure and recreation Ensure accessible opportunities for all to engage in culture, leisure and recreational activity	(i) Amount of eligible open spaces managed to Green Flag Award Status	19.06ha (2008)
8. Participation in local democracy and decision making Provide opportunities for all to participate fully in society including local democracy and decision making processes	(i) % turnout for local elections (DSL6a)	46.95% (2004-05)
	(ii) % of electoral registration form A's returned (DLS5)	98.4% (2004-05)
	(iii) % of electors applying to vote by post (DSL 6b)	26% (2004-05)
9. Reduce the need to travel Reduce the need to travel by car/air while providing good physical access for pedestrians, cyclists, public transport users to services, facilities and other people	(i) Amount of new residential development within 30 minutes public transport time of a GP	98.87% 2008
	(ii) Amount of new residential development within 30 minutes public transport time of a hospital	97.08% 2008
	(iii) Amount of new residential development within 30 minutes public transport time of a primary school	99.1% 2008
	(iv) Amount of new residential development within 30 minutes public transport time of areas of employment	93.72% 2008
	(v) Amount of new residential development within 30 minutes public transport time of a major retail centre	97.3% 2008

10.Education, skills and knowledge Maximise access for all to the necessary education, skills, knowledge to play a full role in society	(i) % of 15 year old pupils in schools achieving five or more GCSEs at grades A*-C or equivalent	55% (2004)
	(ii) % of working age population with no formal qualifications	11% (2004)
11.Cleaner, greener and safer environment Create, enhance and maintain cleaner, greener and safer environments	(i) % of highways in Council's area that are either of a high or acceptable standard of cleanliness (BV199)	10% (2004-05)
	(ii) Average number of days taken to remove fly tips, once reported (OSL1)	1 day (2004-05)
	(iii) % of resident population in the Council's area served by a kerbside collection of recyclables (BV91)	100% (2004-05)
	(iv) % improvement in energy efficiency throughout the district ((HL7)	2.06% (2004-05)
	(v) % of children's play sites conforming to appropriate standards in line with ROSPA recommendation (OSL1)	75% (2004-05)
12. Social, cultural and local distinctiveness Value the social and cultural diversity and the communities' local distinctiveness	(i) Losses to Areas of Great Historic Value	None recorded (2007)
13. Historic environment Value, protect and, where appropriate, enhance the historic environment	(i) Loss of listed buildings	None Recorded (2007)
	(ii) Loss of scheduled ancient monuments	None Recorded (2007)
14. Buildings/environments complementing our landscape Create buildings and environments that compliment our local distinctive landscape, and which work, look and wear well and are easily maintained	(i) Area under the agreement of the ESA scheme	9,527ha (2007)
	(ii) The area of land designated as an SSSI which is in 'unfavourable declining' or 'declining' condition'	11.46ha or 0.7% (2008)

15. Undeveloped land Minimise the consumption of, and reduce damage to, undeveloped land	(i) % of housing built on previously developed land	75.78% (2008) down 11.92%
	(ii) Amount of land stock that is derelict	14ha (2004)
	(iii) Amount of agricultural land graded 1,2 and 3A lost to development	Data not available
16. Bio/Geodiversity and habitats Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity)	(i) Net change in priority habitats and species by type	None detected
	(ii) Net change in priority species by type	Not monitored
	(iii) Change in areas designated for their intrinsic environment value	None Detected
17. Climate change, flood risk, water management Prepare for climate change, reduce vulnerability to flooding and sea level rise, and keep water consumption within local carrying capacity limits	(i) Number of planning permissions granted contrary to the advice of the Environment Agency on flood defence grounds	4/10 (2008)
	(ii) Number of planning permissions granted contrary to the advice of the Environment Agency on water quality ground	None Recorded (2008)
	(iii) % of main rivers in good quality for biology	59% (2006-2007)
	(iv) % of main rivers in good quality for chemistry	97% (2006-2007)
	(v) % of main rivers in high quality for nitrate	80% (2006-2007)
	(vi) % of main rivers in high quality for phosphate	20% (2006-2007)
18.Resources, pollution, reuse and renewables Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise reuse and renewable resources e.g. energy	(i) Proportion of energy supplied from renewable sources	1.98% of domestic requirement (2008) +0.18%
	(ii) % of the tonnage of household waste arising which has been recycled or composted	23% (2005-2006)
	(iii) % of the tonnage of household waste arising which has been used to recover heat, power and other energy sources	None recorded (2006-2007)
	(iv) % of the tonnage of household waste arising which has been disposed at landfill sites	57% (2005-2006)